

REPORT
OF THE
DEPARTMENT OF LABOUR

FOR THE
Fiscal Year ending March 31, 1919

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1920

REPORT

DEPUTY MINISTER OF LABOUR

*To His Excellency the Duke of Devonshire, K.G., P.C., G.C.M.G., G.C.V.O., etc.,
etc., Governor General and Commander in Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1919, all of which is respectfully submitted.

G. D. ROBERTSON,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1919.

To the Hon. SENATOR G. D. ROBERTSON. LL.D.,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ending March 31, 1919.

The termination of hostilities by the signing of the armistice on November 11 affected profoundly the industrial life of Canada and bore vitally on the work of the department during the fiscal year. The year as a whole escaped any severe calamity in the shape of industrial disputes or strikes, but there was a marked increase in the number of small strikes. While the estimated losses in working days were considerable, being 763,341 days, these figures were a great improvement over those of the previous year, when the time losses from strikes were placed at 1,134,970 working days. It will be of interest to glance over the departmental record on these matters for the period of the war and the years immediately preceding. It should be remarked that the strike record is kept for the calendar year, this practice permitting more effective comparison with similar records in other countries, where such records are usually for the same period.

Beginning with the calendar year 1911 we find the strike record, as reflected in time losses on account of strikes, standing at 2,046,050 working days. These figures mark the highest level ever attained by strike time losses in Canada; the particular strike which contributed most heavily to the high total was that of the coal miners employed in what has become famous throughout the Canadian industrial world as District 18, a section of the territory embraced by the trades union activities of the United Mine Workers of America and covering the collieries of south eastern British Columbia and southern Alberta. The figures of the strike time losses for the following year, 1912, were about half those of 1911, namely, 1,099,208. The year 1913, despite the fact that it was a year of commercial depression in Canada, showed considerably higher strike time losses than 1912, the figures standing at 1,287,678, though a close examination shows the total to have been due not so much to an increased number of disputes as to the prolongation of strikes not generally of a character to cause the public any severe inconvenience. The year 1914 showed the characteristics of 1913 as to commercial depression, but there was every indication that the number and import-

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ance of strikes and time losses would have fallen greatly below the level of the figures of 1913. With the coming of the war in August of that year strikes largely disappeared for the time from the industrial life in Canada. The strike time losses for the year stood at the comparatively low figure of 430,054, being little more than a third of the figures for 1913; the actual number of strikes, 44, was the lowest figure which had yet appeared on the departmental record extending back to 1901. This excellent showing was destined, however, to a complete eclipse by that of the succeeding year, 1915. Considerable unemployment continued during this year as a result of the commercial depression, but this tended to disappear with the development of munitions work on a large scale towards the close of the year and with the continued enlistment for overseas service of vast numbers of men drawn from all classes, the industrial classes inevitably furnishing a large proportion. The strike record for the year showed time losses at the low figure of 106,149, being one-twentieth of those of 1911, while the actual number of strikes was 43, a slight improvement even on the low total of the year 1914 and creating a new minimum for the departmental record.

By 1916 the commercial depression beginning in 1913 had disappeared wholly, and munitions plants were springing up at innumerable points in Canada. Recruiting for overseas service was continuing in great volume. The news from overseas showed heavy casualties to the Canadian army, as to other sections of the allied forces, and the year was in many respects the least hopeful of the war period. Food prices, a notable factor with respect to industrial unrest, had been rising almost steadily for several years, and continued to mount during 1916, showing now, in fact, a tendency to more rapid increase. It is satisfactory to report that industrial disputes remained during the year at a low record, not indeed at the unprecedentedly low figure of 1915 as to time losses, but at a level which nevertheless reflects the highest credit on the disposition of both employers and work-people throughout the Dominion to "carry on" in all things tending to the successful conduct of the war. The actual number of disputes remained at the relatively slight figure of 75, and the strike time losses stood at 208,277, less than one-sixth of those of five years earlier.

SEVERE ECONOMIC CONDITIONS OF 1917 AND 1918.

The record for 1917 affords a less pleasing retrospect. It was during this year that labour shortage was first manifested, being induced by the continuance of heavy recruiting, together with constantly growing demands on the munitions factories which had been established in Canada to fill contracts controlled by the Imperial Board of Munitions for the British Government. Shipbuilding from the same point of view had become active to an intense degree, both on contracts for the Dominion Government, for the Imperial Board of Munitions and for private parties. It was during this year also that food prices made their most pronounced movement upward. The wholesale prices index figure maintained by the Department of Labour had shown an almost steady advance in prices for many years, with an increasing rapidity of upward trend as the war continued, but the advance during the year 1917 was much swifter than that of any preceding year and, regarded now in the retrospect, would be held as phenomenal, save that unfortunately the continued upward movement during 1918 and 1919 has to some extent accustomed the public mind to abnormal condi-

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tions in these matters. These facts were inevitably the leading factors in causing an increasing degree of industrial unrest. Coal mining is perhaps, among industries, the surest gauge of industrial unrest. With other industries coal mining had been comparatively free from trouble during the three years preceding 1917. Unrest began to manifest itself in District 18 in the later months of 1916, but, beyond minor and short-lived strikes, there was no cessation of work until the late spring of 1917. A prolonged strike commenced in April, 1917, at the collieries of the Crow's Nest Pass Coal Company and other companies embraced by the Western Coal Operators' Association. A widespread fuel shortage in the United States and Canada during the winter of 1916-17 made most necessary coal production at all points possible in both countries, and the difficult industrial situation in District 18 was met by the Dominion Government by the appointment, on the recommendation of the Minister of Labour, of Mr. W. H. Armstrong, of Vancouver, as Director of Coal Operations, the director being given large powers over working conditions, wage rates and selling prices of coal throughout the region in question. The director succeeded in getting work resumed during July, 1917, at the various collieries, and, save for numerous small and short-lived pit-head strikes, there was no further trouble at these collieries during 1917 or 1918.

The industrial unrest of the year 1917 produced in all 148 strikes, as against 44, 43, and 75, respectively, for the three previous years. The strike time losses for the year were 1,134,970 working days, the coal mining strike in District 18 contributing materially to this total. These figures, though very high as compared with those of the earlier war years, were, however, but little more than half those of 1911, the year of worst unrest. It is in fact worth noting that the combined strike time losses of the four years, 1914, 1915, 1916 and 1917, afford a considerably smaller total, at 1,879,450, than the figures for the single year 1911. These are important facts which do not become known as a rule or are not remembered by those who, discussing industrial unrest in Canada and misled sometimes by local or temporary conditions, draw conclusions of a discouraging nature.

We come now to the year 1918. The severe economic conditions of the year 1917 continued, with increasing labour shortage, greater demand than ever for munitions of war, and food and fuel prices still rising rapidly. The Military Service Act had come into operation and large drafts of men were withdrawn from industry for overseas service. The coal mining industry was marked by no large dispute during the year, but this occupation and other callings showed an increasing tendency to numerous short-lived strikes. The total number of strikes during 1918, 196, was the largest in a record extending over eighteen years; the short duration of the majority of the strikes is illustrated in the fact that the strike time losses, standing at 763,341, were considerably less than those for the previous year. The unrest was spread over the majority of callings and was most marked in the metal and shipbuilding trades, relating thus a good deal to different aspects of war work. No less than 41 of these strikes were limited to a duration of three days or less, while in many other cases work was renewed within a week or ten days.

A strike of shipbuilding employees at Vancouver, Victoria and New Westminster led to an agreement between the shipbuilders and the workmen whereby wages should be adjusted quarterly on the basis of commodity prices printed from month to month in the *Labour Gazette*. This agreement was effected by the good offices of Senator

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G. D. Robertson, then a member of the Government without portfolio. Under the agreement in question an adjustment was effected quarterly by an "adjuster" secured by the joint agreement of the establishments and workmen concerned. The agreement had provided that failing an appointment in this manner the adjuster should be appointed by the Minister of Labour. The Department of Labour kept in close touch with the situation, the adjuster's reports being forwarded from time to time to the Minister of Labour, and there being, both prior to the armistice and subsequently, on the part both of the establishments and employees, indications of reasonable satisfaction with the system adopted. Somewhat similar arrangements, whereby wages have been regulated in a measure by price quotations appearing in the *Labour Gazette*, were effected also in the case of the coal miners in District 18, by the coal operators and miners of Vancouver Island, and as between the Gas Company of Vancouver city and its employees.

VALUE OF CONCILIATION WORK.

It need hardly be remarked that those officers of the Department of Labour whose duties bring them specially into touch with industrial disputes have been under a heavy strain during the whole of the war and reconstruction period. That so large a proportion of strikes were of but limited duration, that so many disputes which came to the knowledge of the department were settled in the end without a strike, is owing in no small part to the faithful and efficient services of the officers in question. There is no aspect of affairs in which the old adage, a stitch in time saves nine, applies more forcibly than in the case of industrial disputes. In the great majority of the disputes which become known to the department in their earlier stages it is found possible to secure an adjustment without a strike. There is a growing tendency on the part of employers as well as of workmen to invite the services of a departmental officer before a break in working relations. Experience is of the highest value in conciliation work, and many a dispute which has perplexed and baffled employers and work-people alike is solved by the appearance at an opportune moment of an officer who has frequently encountered previously the same or a similar situation and whom both sides, though not always without hesitation on the part of one party or the other, accept as mediator. But the Dominion is broad and its industrial activities are manifold; officers of the department, no matter how active, cannot be in several places at one time. Officers are at present located at Vancouver, Calgary, Winnipeg, Toronto, Ottawa and Montreal. The appointment of an officer for the Maritime Provinces has been under consideration and such an appointment may be made in the near future. Occasionally the services of other officers of the department are utilized effectively in this way, and in some cases the assistance of a non-departmental mediator has been utilized. There are, of course, instances where each side to a dispute enters on a contest with the avowed determination that there shall be no compromise and in which an attempt at mediation is at the outset not welcomed, and is sometimes not permitted. In such cases, where the public interest or convenience is menaced, it is possible sometimes to exert a certain pressure in hastening a spirit of compromise; where the public interest or convenience is not menaced, official intervention is less necessary.

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INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907.

During the war, as in earlier years, the Industrial Disputes Investigation Act, 1907, has played its part in the prevention and settlement of strikes. The report of proceedings under the statute for the past fiscal year appears as a part of the present volume, and it will be observed that the number of disputes referred under the terms of the statute, namely, 95, were considerably above the average; the total of disputes dealt with under the statute during the 11 years ended March 31, 1918, was 279, a yearly average of only 25. The increased number of references under the statute during the fiscal year ended March 31, 1919, is the more interesting and important in view of the fact that, for the greater part of the period, railway disputes had been informally withdrawn from the operations of its provisions. This is a point, however, deserving a word of explanation.

The necessities of the war had caused the managements of the various railways of the country to create, with the approval of the Government, a body known as the Canadian Railway War Board, vested with power to organize the railroad traffic of the country on the basis, as far as possible, of an economic unit. Working agreements between different railway managements and some classes of their employees coming up for renewal, and some of which would, in the ordinary course of events, have gone before Boards of Conciliation, were dealt with by the Canadian Railway War Board. The advantage of having such matters dealt with by a body specially constituted for the purpose was of course manifest, and the creation of such a body was facilitated by the fact that the different railway managements were co-operating in the Canadian Railway War Board. Negotiations on the point resulted in the formation of the Canadian Railway Board of Adjustment No. 1. This body comprises six representatives of Canadian railways, named by the Canadian Railway War Board, and six representatives of railroad employees, named by the following railway trades unions: (1) International Brotherhood of Locomotive Engineers; (2) Brotherhood of Locomotive Firemen and Enginemen; (3) Order of Railway Conductors; (4) Brotherhood of Railroad Trainmen; (5) Order of Railroad Telegraphers; (6) United Brotherhood of Maintenance-of-Way Employees and Railway Shop Labourers. The railroad managements and the trades unions named pledged themselves to submit to the board in question all disputes arising and to abide by the board's decisions. This compact was adhered to throughout the fiscal year, both prior to the armistice and subsequently, and, since the close of the fiscal year, has continued in force up to the date of writing. The findings of the Canadian Railway Board of Adjustment No. 1 were binding only in the case of disputes affecting the trades union organizations above named, but it was agreed that a dispute affecting railroad employees of other classes might go before the board for settlement, provided the dispute in question was submitted to the board jointly by the railroad management and the union concerned, and a number of disputes affecting railroad shop-hands and other classes were accordingly, during the fiscal year, submitted in this way, by joint agreement, for adjustment. The good offices of the Canadian Railway Board of Adjustment No. 1 were utilized also in connection with disputes affecting commercial telegraph workers. It is most satisfactory to record that the efforts of the board were wholly successful throughout the year, not only in an amicable settlement of all disputes

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affecting the unions directly represented in its membership, but of all other disputes brought before the board for settlement.

The provisions of the Industrial Disputes Investigation Act had been, as explained in an earlier report, extended by an Order in Council passed under the War Measures Act to cover disputes affecting any aspect of war work, and this extension of the statute caused, during the fiscal year, the formation of Boards of Conciliation in connection with a number of disputes affecting war workers not engaged in what would ordinarily be deemed to be public utility industries.

GOVERNMENT MEMORANDUM AS TO INDUSTRIAL UNREST.

Although the number of serious strikes was, by the various agencies indicated, reduced to the limit above stated, there were nevertheless evidences of industrial unrest to an unusual degree, and the menace of the disastrous strikes that threatened became specially alarming and disturbing in the summer of 1918; what is now known to have been the greatest crisis of the war was reached also during these months, and there was more need than ever before that the industrial strength of Canada should not be frittered away in industrial disputes, actual or threatened.

The Government, with a view to lessening the prevalent unrest, issued a Memorandum of Council, P.C. 1743, setting forth explicitly the conditions which, in its view, should obtain in Canada during the progress of the war as between employers and work-people. These conditions were set forth in the following terms:—

“1. That there should be no strike or lockout during the war.

“2. That all employees have the right to organize in trade unions, and this right shall not be denied or interfered with in any manner whatsoever, and through their chosen representatives should be permitted and encouraged to negotiate with employers concerning working conditions, rates of pay, or other grievances.

“3. That employers shall have the right to organize in associations of groups, and this right shall not be denied or interfered with by workers in any manner whatsoever.

“4. That employers should not discharge or refuse to employ workers merely by reason of membership in trade unions or for legitimate trade union activities outside working hours.

“5. That workers in the exercise of their right to organize shall use neither coercion nor intimidation of any kind to influence any person to join their organizations or employers to bargain or deal therewith.

“6. That in establishments where the union shop exists by an agreement the same shall continue and the union standards as to wages, hours of labour and other conditions or employers to bargain or deal therewith.

“7. That in establishments where union and non-union men and women now work together, and the employer meets only with employees or representatives engaged in such establishments, the continuance of such conditions shall not be deemed a grievance.

“This declaration, however, is not intended in any manner to deny the right, or discourage the practice, of forming labour unions, or the joining of the same by workers in said establishments as aforesaid, nor to prevent a Board of Conciliation or other body or adjuster from recommending improvements in the matter of wages, hours of labour, or other conditions, as shall from time to time be found desirable.

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"8. That established safeguards and regulations for the protection of health and safety of workers shall not be relaxed.

"9. That all workers, including common labourers, shall be entitled to a wage ample to enable them with thrift to maintain themselves and families in decency and comfort, and to make reasonable provision for old age.

"10. That in fixing wages, minimum rates of pay should be established.

"11. That women on work ordinarily performed by men should be allowed equal pay for equal work and should not be allotted tasks disproportionate to their strength.

"12. That in all cases where eight hours is by law or agreement the basic day, it shall so continue. In all other cases the question of hours of labour should be settled with due regard to governmental necessities and the welfare, health and proper comfort of the workers.

"13. That a maximum production from all war industries should be sought and methods of work and operation on the part of employers or workers which operate to delay or limit production or which tend to artificially increase the cost thereof should be discouraged.

"14. That for the purpose of mobilizing the available labour supply with a view to its rapid and effective distribution as well as constant employment, the managers and operators of industrial establishments and the trade unions concerned should keep provincial and municipal employment agencies and the Canada Registration Board fully informed as to labour required or available. Those agencies should be given opportunity to aid in the distribution of labour.

"15. That in fixing wages, hours and conditions of labour regard should be had to the labour standards, wage scales, and other conditions prevailing in the locality affected, always mindful, however, of the necessity of payment of living wages.

"16. That to better preserve industrial peace during the war, employers and employees should, after once establishing an agreement as to wages and working conditions, agree to its continuance during the war, subject only to such changes in rates of pay as fluctuation in cost of living may justify.

"17. That when employers and employees are unable to arrive at a mutual agreement concerning any existing dispute, unless some other means of settlement is agreed upon by the parties, they should use the machinery provided for in the Industrial Disputes Investigation Act in an endeavour to reach an adjustment.

"Should the recommendation of the Board of Conciliation not be accepted either party may appeal to the Board of Appeal, who shall review the findings of the Board of Conciliation and hear such further evidence as either party to the dispute may desire to submit at their own expense, the decision of the Board of Appeal to be final.

"Any settlement of a dispute referred to the Board of Conciliation, or carried in appeal to the Board of Appeal, shall be effective not later than the date on which the application for a Board of Conciliation was filed.

"The Board of Appeal shall be composed of two representatives of labour, nominated by the Executive Council of the Trades and Labour Congress of Canada, two representatives of the employers, nominated by the Executive of the Canadian Manufacturers Association, and a Chairman nominated by the said members of the Board, or, in case of failure to agree upon a Chairman, then the Minister of Labour shall appoint such Chairman.

"The Minister further recommends that the Minister of Labour be authorized to make regulations governing procedure on appeal provided for by paragraph 17 of the above recommendations."

The terms of the Order in Council were freely printed in the press and were otherwise extensively circulated by the department.

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INDUSTRIAL DISPUTES BOARD OF APPEAL.

It will be observed that under clause 17 of this memorandum provision was made for the establishment of a Board of Appeal in connection with the Industrial Disputes Investigation Act. The necessary procedure as set forth was taken and, nominations having been received by the minister from the Canadian Manufacturers Association, as on behalf of the employers, and from the Trades and Labour Congress of Canada, as on behalf of the work-people, the Board of Appeal was formally established with membership as follows: nominated by the Canadian Manufacturers Association, George H. Duggan, Montreal, and S. R. Parsons, Toronto; nominated by the Trades and Labour Congress of Canada, J. W. Bruce, Toronto, and Gus. Francq, Montreal. Before a permanent chairman was appointed, one case was disposed of by the appointment as temporary chairman of Mr. H. J. Daly, of Toronto. Later, the elected members being unable to secure a chairman by joint agreement, the minister, acting under the terms of clause 17 of the Order in Council in question, appointed to the chairmanship the Honourable Mr. Justice F. S. MacLennan, of Montreal. Private engagements on the part of certain members of the board compelled changes from time to time in its personnel; no change, however, occurred with respect to the chairmanship. Several appeals came before the board and its functions were exercised with considerable advantage to the cause of industrial peace. Shortly after the declaration of the armistice those provisions of the Order providing for a Board of Appeal were cancelled.

AMENDMENTS TO INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907.

The Industrial Disputes Investigation Act underwent some minor amendments at the parliamentary session of 1918, the most material change being the emendation of clause 6, making final the minister's decision as to granting or refusing the establishment of a board. The clause as amended reads as follows:—

“6. (1) Whenever, under this Act, an application is made in due form for the appointment of a Board of Conciliation and Investigation, the Minister shall, within fifteen days from the date at which the application is received, establish such Board under his hand and seal of office, if satisfied that the provisions of this Act apply.

“(2) The decision of the Minister as to the granting or refusal of a Board shall be final, and when a Board is granted by the Minister, it shall be conclusively deemed to be authorized by and to be in accordance with the provisions of this Act, and no order shall be made or process or proceeding had or taken in any court to question the granting or refusal of a Board, or to review, prohibit, or restrain the establishment of such Board or the proceedings thereof.”

Section 22, bearing on procedure before a board, is amended by adding thereto the following subsection:—

“(2) Should it at any stage of the proceedings be made to appear to the Minister that it is necessary, in order to deal satisfactorily with the matters in dispute, that some other matter or matters involved in or incidental to those appearing in the application and statement in answer, if any, should also be referred to the Board, the Minister may under his hand and seal of office refer such matters to the Board accordingly.”

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Amendments to section 29 included the addition thereto of the following subsection, which permits a board to be in some circumstances reconvened:—

“(2) Where any question arises as to the meaning or application of, or as to anything relating to or connected with,—

(a) any recommendation made by the Board, or,

(b) any settlement agreement drawn up by the Board under section twenty-four of this Act,

the Minister, where he deems it expedient, may, on the application of either party, or of his own motion, request from the chairman of the Board an expression of the Board's opinion upon such question, and the chairman shall, upon receipt of such request, reconvene the Board, and the Board shall as soon as practicable report to the Minister its opinion upon such question.”

Section 63 is amended by the addition thereto of subsections 63a and 63b, intended somewhat to increase the minister's powers of procedure, the new subsections being as follows:—

“**63A.** Where in any industry any strike or lockout has occurred, and in the public interest or for any other reason it seems to the Minister expedient, the Minister, on the application of any municipality interested, or of the mayor, reeve, or other head officer or acting head officer thereof, or of his own motion, may, without application of either of the parties to the dispute, strike, or lockout, whether it involves one or more employers or employees in the employ of one or more employers, constitute a Board of Conciliation and Investigation under this Act in respect of any dispute, or strike or lockout, or may in any such case, if it seems to him expedient, either with or without an application from any interested party, recommend to the Governor in Council the appointment of some person or persons as commissioner or commissioners under the provisions of the Inquiries Act to inquire into the dispute, strike or lockout, or into any matters or circumstances connected therewith.

“**63B.** The Minister, where he deems it expedient, may, either upon or without any application in that behalf, make or cause to be made any inquiries he thinks fit regarding industrial matters, and may cause such steps to be taken by his department and the officers thereof as seem calculated to secure industrial peace and to promote conditions favourable to settlement of disputes.”

None of the modifications included in the amending Act affected the underlying principles of the Industrial Disputes Investigation Act, 1907, but were intended simply to increase its effectiveness and to give a greater degree of elasticity in procedure.

IMPORTANT RULING AS TO MUNICIPAL DISPUTES.

A phase of industrial disputes which has come considerably to the fore during recent years in Canada, as in other countries, and which has led to a ruling of considerable importance with respect to the scope of the Industrial Disputes Investigation Act, is that involving employees of municipalities and particularly as affecting firemen and policemen.

When, in the early days of the life of this statute, a dispute between a municipality and its employees would be brought to the attention of the department by means of an application for a board, it was the practice to establish a Board of Con-

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ciliation if the dispute affected any class of labour which could be regarded as a public utility; also in the absence of any distinct protest by the municipality on the ground of jurisdiction. In this way various municipal disputes affecting clerical workers and classes of labour other than police and firemen were arranged; the question of jurisdiction was avoided rather than determined. At the same time various municipalities, while not formally objecting to the establishment of a Board of Conciliation and Investigation for the settlement of a particular dispute, had questioned if the Act properly extended to a class of disputes in which the employer was a body created by and responsible to the government of the province. The point raised had been, at various times, discussed informally by the Department of Labour with the Department of Justice, and the view had been formed that, if and when the question of jurisdiction should be raised by a municipality or province, it would be desirable to establish a board only if the municipality in question and the employees specially concerned were mutually agreed on this course, procedure being then taken as under section 63, which extends the Act to any dispute provided both disputants concur in this course.

The question was raised definitely in connection with a dispute affecting the employees of an electric street railway operated and owned by a municipality. Electric railways as such are specifically included within the terms of the statute, but such inclusion would obviously not apply where the statute had no jurisdiction. In the case in point a Board of Conciliation and Investigation had been established before it had been realized that the municipality concerned would not be a consenting party. The fully constituted board, being duly convened to open its inquiry, was served with an injunction restraining it from proceeding. The injunction was not opposed by the Dominion authorities and no inquiry into the dispute took place before the board.

The ruling was then made that the Minister of Labour would not, under the Industrial Disputes Investigation Act, 1907, claim jurisdiction in a dispute where the employer is a province or a municipality or an undertaking controlled by either of these authorities, but would encourage the use of the machinery of the statute under clause 63, that is, by joint consent. Since this ruling was made there have been numerous such disputes, many of which have been the subject of application to the minister for a Board of Conciliation; the department has strictly adhered to the practice above indicated.

POLICE AND FIRE SERVICE DISPUTES.

The most acute aspect of industrial disputes involving municipalities is found in the case of firemen and policemen. It is not clear that these occupations could be in any event classed as public utility industries. Apart from the question of Dominion-Provincial jurisdiction, a board could be presumably, when demanded, established only by mutual consent of both parties to the dispute. There are thus, in this class of cases, two distinct grounds for disclaiming positive jurisdiction under this statute.

The heads of municipalities have been by no means consistent in the attitude taken to the question of the applicability of the statute to municipal industrial disputes. For several years requests for conciliation boards came only from the employees

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and in no case from a municipality. The jurisdiction of the department, if questioned at all, was questioned by the municipality, but procedure under the statute was arranged by formal or informal consent of both parties. After the departmental ruling had been made that where the employer is a municipality, etc., no board will be established save by joint consent, pressing requests were received, in several cases from municipalities, that conciliation boards might be established. In two important cases such requests were received from the municipal officers of cities which had previously denied the jurisdiction of the statute. This inconsistency would have been immaterial if the employees had concurred in having the dispute referred to a board; but the employees, having in mind the treatment their application had previously received from the municipal officers, and being now aware that concurrence was optional, could not resist the temptation of imitating the previous action of the municipality and refusing concurrence, thus preventing an inquiry before a Board of Conciliation.

Several disastrous municipal strikes have occurred as the result of the unwillingness of one or other of the parties concerned to submit the dispute to the provisions of the Industrial Disputes Investigation Act (though the refusal is most frequently from the municipality); on the other hand no alternative and competent tribunal has been suggested. Policemen were during the year on strike in Toronto and St. John, and firemen struck in several cities of the Dominion. The members of the police and fire forces had as a rule organized as separate trades union bodies entirely distinct from and independent of each other. In the case of the police no central organization had been yet evolved, either for the Dominion or on an international basis; each unit is independent, though should the movement persist a central organization will in all probability arise. In the case of the firemen a central body known as the International Fire Fighters' Association had already come into existence, with headquarters at Washington, D.C. The local units both of police and firemen affiliated in a number of cases with the Trades and Labour Congress of Canada, and that body seems to have had no hesitation in granting charters to the two services. It was frequently on this point that disputes between municipal authorities and police or fire workers took on their most serious aspects, the municipality almost invariably taking strong ground against the affiliation of the members of either of these forces with the Trades and Labour Congress of Canada, such affiliation involving, it was generally understood, the right to exercise the power of strike common to other unions so affiliated. In the case of the police it was urged, with much apparent reason, that, since the enforcement of the law is the special duty of the police force, members of police trades unions might not infrequently find themselves in a position where the principles of trades unionism clashed with the duty of enforcing the law; as, for instance, where, in a tumult growing out of a strike or lockout, a police officer might be requested to take action antagonistic to strikers and contrary perhaps to his natural promptings as a trades unionist. That the guardians of the law might themselves be on strike seems hardly to have been deemed possible.

In the case of the firemen the arguments against trades unions ran necessarily on somewhat different lines. It was held inconceivable that men appointed for the special purpose of protecting the community from fire should desert their posts and leave a city to be a prey to the devouring flames.

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Members of the police and fire brigades were not, however, convinced by these arguments, and local unions of both bodies continued to affiliate with the Trades and Labour Congress of Canada and to claim the right of exercising the usual powers of a trades union. It is a striking illustration of the general community of sentiment in different countries as to these matters that, at about the time the question of the trades-unionizing of police and firemen was being most actively discussed in Canada, the same subject was a matter of acute dissension also in both Great Britain and the United States. Questions of wages and conditions of work were of course causes of contention between the controlling municipalities and the bodies in question, but in all cases what appears to have been the practically insurmountable obstacle to an agreement was the determination of the members of the police and fire forces to identify themselves with the trades union movement and the refusal of the authorities to permit such a course. In Great Britain the dispute resulted in a strike of the firemen of the vast metropolitan district, and London was for a period without protection from fire, save for such as might have been accorded by volunteer agencies. The police dispute in Great Britain was on a wider scale, being practically on national lines, a strike here also ensuing. In this case the police of the metropolis and those of practically all the large cities were ordered out; the strike order was not, however, as widely obeyed as the leaders had expected, and, after a week or two of excitement with half the police forces on strike in many cities, a compromise was effected, leaving, however, no satisfactory solution with respect to the question of trades unionism of either policemen or firemen.

In the United States firemen were, from time to time, on strike in different cities; the police were a little later in organizing in the United States, and it was some time after the close of the Dominion fiscal year 1918-19 that there occurred in Boston a spectacular police strike. The strike was resolutely opposed by municipal and state authorities, and the strikers were entirely defeated, even to the refusal of reinstatement to former positions. In Cincinnati, Ohio, the settlement of a police strike was more in the nature of a compromise.

This subject has been discussed somewhat fully because the question involved remains in all English-speaking countries unsettled, and the trouble is one which will undoubtedly re-occur from time to time, in Canada as in other countries. So far as Canada is concerned, if the official view of the question of jurisdiction as above indicated is correct, then the Industrial Disputes Investigation Act is ineffective as an instrument to meet the emergency, not because of any remediable defect in its provisions, but because of the constitutional limitations of federal power; neither the Industrial Disputes Investigation Act nor any other Dominion statute could give the Dominion a jurisdiction which belongs to the provinces. The point involved is a highly legal one and no positive opinion is here ventured.

Apart from the question of jurisdiction, the right of the members of a fire or police brigade to join a trades union is a matter which also requires consideration. Neither police nor firemen appear to have been, by any law, federal or provincial, forbidden the right to join a trades union; the point involved would therefore seem to be rather one of policy than of legal rights, and undoubtedly the arguments above indicated are strong reasons why these protectors of our cities and towns should abstain from unionizing.

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It is, however, unreasonable to expect that a particular class of workers should voluntarily hold themselves aloof from what they, in common with other workers, may conceive to be the advantages of trades unionism. If membership in a police or fire brigade is understood to deprive workers of the privilege exercised by other workers with respect to trades unionism, it would seem but just that the workers concerned should receive some compensating advantage.

One of the chief advantages of a union which has succeeded in establishing good relations with the employees or employers with whom the union members are connected, is that the union through its officers represents the union members in securing adjustment of the various grievances inevitably arising in connection with the activities of any considerable number of industrial workers. This has become the ordinary and perhaps most effective means of securing a collective bargain. It is true that other methods may be employed to accomplish this end, and there has been, during the past year or two, much publicity given to the subject of industrial councils, and the trades union has not been always regarded as an essential part of such a system. No system has been as yet worked out, whether by way of industrial councils or otherwise, which seems to displace the trades union as the most effective present means of securing a collective bargain. It would seem therefore that any class of work-people who by law or public opinion are restrained from becoming trades union members should be equipped with other means whereby they may have a reasonable hope to secure a redress of grievances. It may be objected that since the classes named are servants of the public, then public opinion will itself serve this end and that no special agency or method is necessary. This has not, however, been the experience of the classes in question. There is at present no means whereby on the one hand public opinion can be accurately informed on the subject or on the other hand whereby the consensus of public opinion can be satisfactorily expressed.

Such contact as the Department of Labour has had with disputes between municipalities and their employees seems to show that this class of work-people, instead of faring better than their fellows in the service of private employers with respect to means of securing reasonable attention to grievances or to better conditions of work, fare usually a good deal worse. In municipal employment the capital and labour aspects of an industrial dispute do not appear. The employer cannot be held to be enriched at the expense of the worker, and tirades against the capitalistic class are not in order. The fact remains that there have been, during the past year or two, numerous strikes in Canada on the part of the classes named and even worse conditions have prevailed in other countries. The cost of living has risen greatly during the past five years. Wages have kept pace with the increased cost of living or have failed to do so in proportion as the workers have received increases. Pressure on the employer has been chiefly by means of trades unionism. Some generous and enlightened employers have, no doubt, anticipated the necessities of their work-people. Public servants, whether of federal or provincial governments or of municipalities, have not, as a rule, been organized, or have not, at any rate, been organized on trades union lines, and were thus not in a position to apply the pressure that came from trades union organization. Their wage increases were in many cases meagre in comparison with the increased cost of living and with increases obtained by industries supported by

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trades unions. Hence from all these classes of workers there have been, during recent years, large accessions to the ranks of trades unionism.

In the case of differences between a private establishment and its employees there has not been, as a rule, any doubt on the part of the workers as to the particular person, whether known as president, general manager, or superintendent, to whom a grievance or the question of a renewal of working agreement should be carried. In the ordinary industry, be it mine, railway, or factory, there is usually a regular gradation of appeal, and, where trades unionism has established itself, each appeal brings into conference higher officers on each side. Public service methods in these matters compare unfavourably with those of private employers. Confining ourselves to the case of police and firemen, or other classes, as for instance, waterworks employees, where industrial disputes threaten definite perils to the municipality, we find the workers as a rule voicing their grievances in the first place to the chief of the service concerned. The chief is unable on his own authority to deal with the larger grievances, particularly with respect to a general increase in salary, and it is demands of this nature which have come most frequently before municipal officers during recent years; the chief must himself report to the next higher authority. It is unnecessary to go into detail, but the grievance has to run the gauntlet, in most cases, of a committee of the city council and again of the city council as a whole; the board of control also has certain functions. These bodies are not in constant session, and at most sessions other questions may push aside grievances of firemen or police. Then there is the mayor. The various authorities rarely see eye to eye; perhaps are largely at cross purposes. The situation is frequently complicated by the fact that the municipal elections are not far off, and mayor, aldermen and controllers cannot refuse to bear this fact in mind. Also there is the question of estimated expenditure for the coming year. Under the civic system the men controlling municipal expenditures may pass out of office, sometimes willingly, sometimes unwillingly, at the end of the year. All these facts tend greatly to confuse negotiations respecting an industrial dispute arising between a municipality and its employees. The arrival of a trades union generally throws the grievance itself temporarily into the background, and agitation centres chiefly on the question whether or not civic employees, particularly when police and firemen are concerned, should have the right to become trades unionists in the ordinary acceptation of the term. The strike in such cases looms nearer and, as in many cases both in Canada and elsewhere, actually materializes. It has been the same story whether in Montreal, or Toronto, or Ottawa, or Winnipeg, or Vancouver, or, looking to other countries, whether in Boston, Mass., or Cincinnati, Ohio, or London, or Liverpool, or other cities of Great Britain; many other lands than these have been affected, and the police of Montreal, in Canada, and those of Buenos Aires, in the Argentine Republic, were on strike simultaneously.

So far as concerns Canadian municipalities, the Dominion being, if the law has been interpreted correctly, powerless to act otherwise than by consent, it would seem to lie with the provinces to develop a system whereby employees of the classes under consideration would have access to a tribunal vested with authority to adjust grievances relative to wages and conditions of labour. Only when provision to this end has been made will the municipal authorities have the moral right to ask their police or firemen, or waterworks employees, or other employees engaged in the performance

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of essential work, to refrain voluntarily from unionizing themselves. Should any province go so far as to render illegal trades union membership on the part of a policeman or fireman, the provision of a tribunal of the character indicated would seem to be the more necessary. There seems otherwise every reason to expect in the future a continued and increasing number of industrial disputes, frequently resulting in strikes, on the part of police and firemen and members of other classes of public servants who have not at present means of securing redress of their grievances and to whose active membership in trades unions there are some manifest objections.

At the moment of writing, the Registrar of Boards of Conciliation and Investigation is in receipt of an application from the members of the police force of a great city of Canada for the establishment of a Board of Conciliation. On a previous occasion, when a similar application was received from the same applicants for the same organization, it was explained to the applicants that a board could be established only with the consent of the municipality concerned, and that an attempt would be made immediately to secure that consent. On that occasion the consent of the municipality was refused, and the policemen, after carrying on for several weeks somewhat futile negotiations and vainly requesting a formal inquiry, declared a strike. The municipality then found the means of acting promptly. A formal inquiry was made and the dispute was adjusted; the men resumed work as soon as the formal inquiry was promised. On the present occasion the familiar ground is being again traversed. The applicants have been informed that the department is without jurisdiction save by consent of both parties; the municipal authorities are being again urged to give their consent. If the consent of the municipality is received in time a Board of Conciliation will be constituted, the dispute investigated, and in all probability adjusted, this being the result in the vast majority (ninety per cent) of disputes referred to Boards of Conciliation. If the consent of the municipality is refused and other means is not immediately found of arranging the dispute, the patience of the workers will be again exhausted and the public are likely once more to suffer the extreme inconvenience and considerable danger resulting from a strike of the police force. The machinery of the Industrial Disputes Investigation Act is admirably suited for the purpose of the inquiry which is sought by the workers. The jurisdiction lies apparently with the provinces, and the provinces individually or collectively can alone take action effectively to meet the situation.

INDUSTRIAL COUNCILS AND COLLECTIVE BARGAINS.

Incidental reference has been made in the foregoing pages to industrial councils and collective bargains, subjects which during the past year or two have received much publicity in the press in Canada and elsewhere, but particularly in English-speaking countries. This is not the place to discuss these matters at length. Interest in industrial councils has centred especially in reports published in the United Kingdom by the body known as the Whitley Committee, named after Mr. J. H. Whitley, a member of the British House of Commons who became Chairman of a Committee appointed by the British Government to inquire into the subject of relations between employers and work-people. The reports issued by this committee

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recommended a system, stated briefly, of joint councils whereby employers and work-people in a particular industry, either on a national scale or in districts or in individual establishments, might work effectively together in the management of all matters affecting the welfare of the establishment and the employees connected with it. The reports of the committee, appearing at a time of industrial unrest in the United Kingdom, received much publicity in the press and attracted considerable attention on this side of the Atlantic as well as in the United Kingdom. Other industrial council schemes, originating chiefly on this continent, were similarly to the front for discussion in the press and at public gatherings. Considerable attention was given to these matters in the *Labour Gazette*, and by the issue and distribution on a wide scale of special pamphlets, etc. The reports of the Whitley Committee were, in response to much inquiry for information thereon, collected and published by the department.

It may be said generally that the work of the department for many years with reference to industrial unrest and governmental participation in the settlement of industrial disputes has been on lines wholly favourable to the development of industrial councils. Here and there many years ago were established what were intended to be permanent conciliation committees, which committees, however, proved for various reasons not to be permanent. Conciliation committees had existed for many years in numerous industries in Great Britain, and the employers and work-people had been long accustomed to meet each other around the table and discuss many aspects of their mutual interests, both in efforts to secure a settlement of a particular grievance and also in periodical attempts to reach working agreements. The transition to industrial councils in such trades was not difficult, and, since the publication of the Whitley Reports, much has been accomplished in the formation of Whitley Industrial Councils in Great Britain. In Canada the movement towards industrial councils is not pronounced, but the tendency is growing.

The desire for the collective agreement is very marked in Canada. The term "collective agreement" is somewhat vague and is often used loosely. Speaking generally it must be taken at its face value and regarded as signifying agreement between the management of an establishment and the workers connected therewith. When sometimes there are several employers on one side and on the other side workmen of many crafts, members of different unions acting locally and temporarily together, collective bargaining becomes a complicated question. Collective bargaining has of course been long practised extensively in Canada. Such bargains have been for many years made periodically between the great railways and numerous classes of their workers, also in the case of telegraph workers, street railway employees, coal and metal miners, printers and some branches of the building trades. The operations of the Industrial Disputes Investigation Act have undoubtedly tended directly to increase the practice of collective bargaining in industrial life, every agreement made before a Board of Conciliation and Investigation being necessarily a collective bargain. The extension and full development to all branches of industry of the principles of the Industrial Disputes Investigation Act would in fact leave little to be desired in Canada with respect to this matter, whilst collective bargaining in its turn would do not a little in the way of promoting the disposition to some sort of permanent joint council between bodies of employers and their workmen.

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Many disputes have come before the department during the year in which one side or the other has urged the extension of the statute beyond its present limitations. The invariable reply has been that the Minister of Labour would gladly recommend its extension as soon as there is reasonable evidence, particularly on the part of those chiefly concerned, namely, employers and work-people, that such extension is supported by public opinion.

EMPLOYMENT SERVICE.

A new branch of departmental work was developed during the year in connection with the administration of the statute entitled "An Act to Aid and Encourage the Organization and Co-ordination of Employment Offices," briefly known as the "Employment Offices Co-ordination Act." This statute was passed at the parliamentary session of 1918 and was briefly discussed in last year's report. The powers of the minister under this statute are defined in clause 3 as follows:—

"**3.** The Minister is authorized and empowered,—

(a) to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them;

(b) to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters;

(c) to compile and distribute information received from employment offices and from other sources, regarding prevailing conditions of employment."

Clause 4 of the statute provides for grants of money to the various provinces and reads as follows:—

"**4.** For the purposes of such organization and co-ordination, and subject to the conditions set forth in section seven, the following sums shall be appropriated and paid out of the Consolidated Revenue Fund of Canada during each fiscal year beginning with the fiscal year beginning the first day of April, one thousand nine hundred and eighteen, namely:—

During the fiscal year beginning the first day of April, one thousand nine hundred and eighteen, the sum of fifty thousand dollars;

During the fiscal year beginning the first day of April, one thousand nine hundred and nineteen, the sum of one hundred thousand dollars;

During each succeeding fiscal year the sum of one hundred and fifty thousand dollars."

Clauses 5 and 6 provide respectively for the allotment of the moneys paid by the Dominion and making payments of such moneys conditional upon agreement between the Minister of Labour and each province. Following are the terms of clauses 5 and 6:—

"**5.** The moneys appropriated for each year shall be allotted and paid to the governments of the respective provinces in the proportion which their expenditure for the maintenance of employment offices bears to the total of the expenditures of all the provinces for such purposes, but in no case shall the allotment to any province exceed one-half the amount expended for the maintenance of employment offices by such province.

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"6. The payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the Minister and the government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied, and upon such agreement being approved by the Governor in Council."

The sum set aside for distribution to the provinces for the fiscal year 1918-19 was \$50,000, but, the armistice being declared shortly before the beginning of winter, some apprehension was felt that, by reason of the return to Canada in large numbers of members of the Overseas Forces and the sudden and complete cessation of munitions work, there would be much unemployment during the winter of 1918-19, and the amount made distributable to the provinces for the fiscal year was increased to \$250,000.

Preliminary work looking to the development of a Dominion-Provincial Employment Service proceeded through the summer months of 1918, and was well under way when the armistice was declared. At the conclusion of the fiscal year 66 offices had been established in the various provinces, and this number has been increased to over 90 at the date of writing. The governments of the three Maritime Provinces, not anticipating any considerable unemployment, did not deem it proper to take advantage of the statute, and the minister accordingly, under the provisions of the statute, caused the establishment in those provinces of employment offices under the direct control of the Dominion Government. The number of placements made during the year by all the offices in operation was reported as 52,341, though exact figures were not available for all the provinces. The Employment Service being aimed in part to meet the needs of the returning soldiers, arrangements were effected with the Department of Soldiers' Civil Re-establishment whereby the necessities of returned men would receive special attention at the employment offices. Mr. B. M. Stewart, who had been for some years chief of the Statistical Branch of the Department, was appointed Director of Employment Service, and a complete report of the operations of the Employment Service Branch to the close of the fiscal year appears on another page.

TECHNICAL EDUCATION.

A Bill entitled "An Act for the promotion of Technical Education in Canada," was before Parliament at the session of 1919 and became law soon after the close of the financial year. Under the statute technical education is defined as meaning and including "any form of vocational, technical or industrial education or instruction, approved by agreement between the minister and the Government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency and productive power of those employed therein."

The statute provides for the distribution of money grants to provinces as follows:—

"(1) For the purpose of promoting and assisting technical education in Canada, the following sums, aggregating ten million dollars, shall be appropriated and paid out of the Consolidated Revenue Fund of Canada during each fiscal year for the period

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of ten years beginning with the year ending the thirty-first day of March, one thousand nine hundred and twenty, namely,—

(a) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty, the sum of seven hundred thousand dollars;

(b) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-one, the sum of eight hundred thousand dollars;

(c) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-two, the sum of nine hundred thousand dollars;

(d) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-three, the sum of one million dollars;

(e) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-four, the sum of one million one hundred thousand dollars;

and the like sum of one million one hundred thousand dollars during each of the succeeding fiscal years until the expiration of the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-nine.

“(2) Such sums, subject to the conditions of this Act, shall be allotted and shall be paid quarterly as grants to the Governments of the several provinces as follows:—

(a) The sum of ten thousand dollars shall be paid in each year to the Government of each province;

(b) The remainder of the appropriation for each year shall be allotted and paid to the Governments of the respective provinces in proportion to the population of the said provinces respectively as determined by the last federal decennial census.”

Section 6 provides that payment of the grants in question shall be made subject to the following terms and conditions:—

“(a) All payments shall be applied and used for technical education in the manner agreed upon by the Minister and the Government of each province; every such agreement shall be approved by the Governor in Council;

(b) No portion of any grant shall be used in whole or in part in meeting any liability or expenditure of any kind whatsoever incurred in any province prior to the first day of July, one thousand nine hundred and nineteen, for lands, buildings, furnishings or equipment secured or provided for technical education purposes;

(c) Not more than twenty-five per centum of the annual grant payable to any province shall be applied for acquiring land, erecting, extending or improving buildings or supplying furnishings and equipment;

(d) There shall be forwarded to the Minister annually, by each province taking advantage of the provisions of this Act, a report setting forth the work done in such province in promoting technical education, containing such details and information as may be prescribed by the Minister;

(e) Every province receiving a grant shall furnish the Minister with such evidence as he may require, to show that the grants paid hereunder are expended for technical education as provided by this Act.”

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The Minister of Labour was charged with the administration of the statute, and at the end of the fiscal year, in the expectation of the early enactment of the statute, it was the intention of the minister to proceed without delay to develop work along the lines indicated by the proposed statute.

SEPARATION ALLOWANCE TO MUNITIONS WORKERS.

A minor but interesting feature of the work of the department during the greater portion of the war has been that relating to the payment of the separation allowance made by the British Government to dependants in Canada of Canadian workmen who went overseas to do munitions work. It will be recalled that, simultaneously with the serious unemployment which developed in Canada in the winter of 1914-15, there was a shortage of labour in the United Kingdom, caused by the heavy recruiting on the one hand and the pressing necessities of war munitions on the other hand. Many Canadian workmen who had fallen out of employment urged on the Dominion Government that steps should be taken immediately to transfer them to Great Britain to meet the labour shortage reported in that country. It was undoubtedly desirable that the Dominion should do what was possible to assist the mother country in this as in other respects. The situation was, however, one which needed careful procedure. It was uncertain how long the labour shortage in the United Kingdom would last, or if the surplus labour in Canada would not shortly disappear, as in fact it did within a year or so. Also it was by no means clear that the labour unemployed in different trades in Canada was necessarily such as was specially needed in Great Britain. Cables were exchanged on these and other matters. Some labour organizations in Canada were impatient of delay and communicated direct with the Imperial authorities. Finally the British Government despatched to Canada a mission composed of Mr. G. N. Barnes, M.P., later to become a member of Mr. Lloyd George's Government, and Mr. William Windham, a government official of long standing who had visited Canada on previous occasions, the object of the commission being to look into the unemployment situation and to select from those who might volunteer for overseas work as many men as possible of approved efficiency in certain trades. The British Mission made its headquarters in the Department of Labour, which provided clerical facilities, etc.; the mission was accompanied by experts, by whom the volunteer workers were tested. The commission visited the chief industrial centres, making known generally by advertisement and otherwise the conditions of employment in the United Kingdom, rates of pay, etc., and indicating also the undesirability of men giving up employment in Canada to undertake munitions work overseas. In all somewhat under two thousand men were signed on by the commission. An uncertain number of other workmen, probably some hundreds, crossed on their own responsibility, or, occasionally, by arrangement with firms in Great Britain; many of the volunteers were originally from the United Kingdom and were therefore fairly acquainted with pre-war conditions of work in that country. The Department of Labour had no part in the transfer, but kept in touch with the matter and became generally aware of the conditions under which the transfer was effected; also a copy was left with the department of the form of contract signed up with the British Mis-

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sion by each member of the munitions workers party. It was a condition of the transfer that the British Government should not be responsible for the removal overseas of any of the families of the munitions workers. The cost of transfer, with a stipulated living allowance until the volunteer commenced work, was of course provided by the British authorities. The contract provided also that each workman, if placed at work and found efficient, should stay for a period of six months and should be free to return to Canada at the end of that period, but the British authorities became liable for the expenses of the workman's return to Canada only if the workman remained at munitions work in Great Britain until the close of the war or so long as his services were desired.

Shortly after the workmen started employment in Great Britain it was found that they had under-estimated either the amount or the purchasing power of the wages they would receive. Perhaps there had been, in fact, some misapprehension on both points, prices of food commodities, clothing, lodging, etc., having risen in the United Kingdom even more swiftly than in Canada. In any case, the workmen found that the amount left with them after paying board and lodging was inadequate for the maintenance of the families which had been left in Canada. Representations on this subject were made to the British authorities, and, an inquiry ensuing, it was decided to grant a separation allowance not exceeding \$4.25 weekly to dependants in Canada of all Canadian workmen who had engaged with the Barnes-Windham mission and were at work in the United Kingdom. The Department of Labour of Canada undertook, at the request of the British authorities, to distribute the separation allowance, subject to verification of claims, etc. The workmen had come chiefly from the western parts of Canada, but many were from Ontario cities, and a sprinkling from Montreal and the Eastern Provinces. The allowance was distributed fortnightly. The regulations made by the British authorities required that the workmen whose dependants in Canada were receiving the separation allowance should report regularly to the nearest branch of the Employment Exchange, and the British authorities, on learning that a particular workman had failed to register, notified this department to cancel the allowance; this presumably on the assumption that the workman had ceased employment at munitions work and had perhaps returned to Canada, as, in fact, was occasionally the case. Frequently, however, it happened that the workman, from forgetfulness or other cause, had failed to report, though continuing at munitions work. Under the practice the Department of Labour was instructed by the British authorities to cancel the allowance, and these instructions were followed. Correspondence followed with the dependent family in Canada, and again with the British authorities, and ultimately, where the workman continued at munitions employment and resumed registration, satisfactory adjustments were effected.

A few of the workmen, at the close of the first six months' employment, took advantage of the clause in the contract permitting their return to Canada at their own expense; employment conditions in Canada had greatly improved and wages were, as a rule, much higher here than in Great Britain, even in war time. The majority of the workmen remained on, but the long continuance of the war caused a good many during the last year or two to sacrifice the return transportation charges and to return to Canada at their own expense.

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It should be added that the Canadian workmen who had crossed to Great Britain independently of the Barnes-Windham mission and had performed approved munitions work were allowed to sign up with the British authorities and receive the benefit of the separation allowance for their dependants in Canada, and those families were placed on the pay-lists of the Department of Labour.

Shortly after the signing of the armistice the British authorities announced, with regard to munitions workers who had gone to Great Britain from the various overseas dominions, that the workers themselves and those of their families who had removed to Great Britain would be repatriated free of expense, so far, at any rate, as concerned the workman's wife and boys under sixteen and girls under eighteen. This was a concession over and above the terms of the engagement, and was of considerable value in view of the fact that many of the Canadian munitions workers removing to Great Britain had, owing to the continuance of the war longer than had been expected, brought their families from Canada and were now confronted with the somewhat formidable expense of returning them to Canada; the workmen themselves were, if continuing at munitions until the close of the war, entitled under the contract to have their transportation paid by the British authorities. Certain additional allowances were granted to returning munitions workers, namely, a boat allowance of £2 payable on embarking, £5 paid during the voyage for repatriation purposes, and a subsistence allowance of \$2 per day from the port of landing to the workman's home in Canada, this last being, of course, in addition to railway fare. The workers are understood to have received an unemployment allowance to cover any unemployment prior to date of sailing, but shipping difficulties caused delay, and at the close of the financial year the separation allowance was still being paid to several hundred dependent families, the workers being still in Great Britain. The repatriation was completed about the end of September, 1919.

Much correspondence arose on account of claims made by munitions workers after they had reached Canada to the effect that they were entitled to special treatment by way of land grants, unemployment allowance, etc.; this last in the case of those who, on reaching their homes, failed to find immediate employment. The munitions workers pointed to the unemployment grant made under a special statute in Great Britain to British workmen not securing employment after the closing down of munitions works. The Canadian munitions workers claimed to be entitled to equal benefit from either the British Government or the Dominion Government. Payment of an unemployment gratuity to Canadian munitions workers by the British Government was, however, not contemplated under the contract signed with the British Mission, and there was no clear ground for pressing the case of the Canadian workmen; the Dominion Government on its part was unable to admit any claim advanced by overseas workers for treatment superior to that received by other classes of workers. These matters were the occasion of much correspondence with the department. In a considerable number of cases claims were advanced which appeared to deserve special consideration by the British Government, and satisfactory adjustments in such cases were usually effected.

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While this report was in preparation a message from the Secretary of State for the Colonies was received by the Dominion Government expressing the King's satisfaction with the work accomplished by the overseas workmen. The message in question, which was given publicity in the press, read as follows:—

“Now that the repatriation of the overseas workmen who volunteered their services for the production of ships and munitions during the war is completed, I am commanded by the King to request you to give publicity to His Majesty's appreciation of the value of the services rendered by the men who volunteered from Canada. He understands that the excellent behaviour of these volunteers and the sustained and steady application displayed by them in their work has earned the highest praise.”

PRICES STATISTICS.

The vital association between cost of living and industrial unrest is obvious and the point need not be argued. An illustration of the close association of the two conditions is found in the extreme interest which has been manifested during the last few years in the figures printed in the *Labour Gazette* in its record respecting wholesale and retail prices, with its index figure for wholesale prices and typical family budget showing fluctuations in retail prices. The interest in question has been sometimes mingled with criticism, the latter being directed chiefly to the composition of the budget, which has been in some quarters held to be on lines too lavish for the times. A few words of explanation will not be out of place.

One of the duties placed on the Department of Labour is that of collecting statistics relating to industrial matters, and the work undertaken under this mandate has developed in different directions. It was in 1909 that the department began to publish in the *Labour Gazette* records of wholesale and retail prices. An annual report on wholesale prices in Canada, together with appendices referring to retail prices, was published also for a number of years, this series of reports being, however, closed with that published for the calendar year 1917, and arrangements were made to have the collection of information as to wholesale prices largely taken over by the Dominion Statistician. The wholesale prices index number of the Department of Labour has, however, become widely recognized as an official gauge of price fluctuations in Canada, and it stands to Canada in these matters as do the Board of Trade, Sauerbeck, and Economist index numbers for the United Kingdom; the Federal Bureau of Labour Statistics, Dunn's, Bradstreet's, and Gibson's index numbers for the United States, and equally well-known standards in other countries; but it may be noted that, whereas in the United Kingdom and the United States, and to a less extent in some other countries, commercial index numbers are maintained by several commercial journals or institutions or official authorities, no index number in Canada, save that of the Department of Labour, has been, so far as the public is aware, maintained. The researches of the Department of Labour on the subject of wholesale prices date back to 1890, and the average of the prices covering the period 1890 to 1899 forms the base of 100 with which the yearly average prices of all subsequent years are measured by the departmental index number. The wholesale prices index number is therefore continued in the *Labour Gazette*, and ample evidence reaches the department that it is both understood and appreciated.

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It is as to retail price statistics as appearing in the *Labour Gazette* that a certain misapprehension has been sometimes found. The department has pursued the system of gathering, by means of its correspondents, retail prices of the chief necessities of life, including fuel, but not including clothing; particulars of rents also have been gathered. The inquiry has extended to about sixty leading industrial centres. These prices are printed as for each city in each issue of the *Labour Gazette*, as also are the averages of these prices in the case of each province and the average also for the Dominion as a whole. These figures have been collected now for about ten years, and the records permit comparison over the whole of that period. Publicists and others specially interested in wholesale prices regard the index figure system as the most effective and convenient method of measuring fluctuations. Fluctuations in retail prices, however, reflect more immediately than do wholesale prices the actual cost of living, and attract, therefore, a more definite interest on the part of the wage-earners, who devote special study to this aspect of the subject. An index number for retail prices as in the case of wholesale prices would have been of value, but it was decided that a family budget would, for the limited number of commodities included, serve even better than an index number to mark price fluctuations and would appeal more effectively to the wage-earner or other student of the subject. This has proved, indeed, to be the case. It has become more and more a practice in negotiating an industrial agreement to introduce the family budget of the *Labour Gazette* as a means of indicating price fluctuations, and, as has been already shown in several notable cases, wage adjustments are based on the information printed in the *Labour Gazette*, and chiefly on that contained in the family budget. The numerous applications which reach the department for family budgets for particular cities or districts and covering special periods show also that the information in question is taken into account in connection with wage adjustments which are arranged privately.

The budget is framed as for a family of five—father, mother, and three children—and the prices quoted in the budget are the averages of those, as stated above, collected from about sixty different cities. The quantities of food or other articles were arranged with much care, the budget having been in this respect, so far as possible, placed on a scientific basis with a fair margin. The plan of the budget as arranged is to afford the human system the number of calories which according to medical experts is deemed necessary to maintain health. If some commodities were, for instance, removed from the list because of their high price and cheaper ones were substituted, it would probably be found that to secure equal food values there would be, as a rule, an equal expenditure of money. There are, of course, numerous individual habits, local practices and temporary conditions which cannot be reflected in a budget framed for the Dominion as a whole and which is intended specially as a means of affording a measure of price fluctuations from month to month and from year to year.

While retail prices of household and other commodities have been printed in the *Labour Gazette* for about ten years, the family budget was not included in the monthly article on the subject of prices until August, 1915, when the rapid price movements made desirable a simple means of measuring price fluctuations. Criticisms have been occasionally received to the effect that the budget was too lavish or prodigal for the table of a workman, and suggestions were made that a war-time

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budget framed on more frugal lines would require less expenditure. The budget was, however, as above stated, framed largely on a scientific basis, and from its first publication the figures printed in each issue of the *Labour Gazette* extended back to a period several years prior to the outbreak of war, thus always permitting comparisons with earlier years. It would, therefore, have been obviously undesirable to frame a budget, were it practicable to do so, especially suiting war conditions and at the same time containing information properly comparable with figures of expenditures during the years before the war and since. The formidable appearance of the figures of the family budget caused in some quarters the objection that the publication of such figures was harmful. This view was not, however, generally accepted, and there have been many indications that the information gathered on this subject and printed in the *Labour Gazette* has been of the highest value in the adjustment of disputes. Suggestions to the effect that the quantities and articles included in the budget are on lines too lavish or prodigal have, as a rule, grown out of the fact that the expenditure on a family budget in these later years has been obviously in excess of the resources which would be available to the average workman's family were not the increased cost of living accompanied by a proportionate increase in wages. Looking for a moment, for instance, at the relative food costs as reflected in the family budgets which have been printed in the *Labour Gazette*, we find that food supplies which could have been in the year 1910 secured for the sum of \$6.95 would cost in the year 1914, taking the month of August of that year, \$7.68, not perhaps a very serious increase extending over the period of four years; the same articles purchased in the same quantities would in August, 1915, cost \$7.78; in August, 1916, \$8.63; in August, 1917, \$11.68; in August, 1918, \$13.41; and in August, 1919, \$14.43.

The figures quoted relate to food alone. The budget swells when fuel and rents are included. The averages worked out for Canada and printed in the *Labour Gazette* show a weekly average cost for the year 1910 of \$12.79; for August, 1914, the weekly average was \$14.40; for August, 1915, \$13.74; for August, 1916, \$14.63; for August, 1917, \$18.48; for August, 1918, \$21.20; for August, 1919, \$22.86.

Occasionally figures printed in the *Labour Gazette* were contested, and inquiry led, now and then, in such cases, to the detection of minor clerical errors, not in any case of a nature to affect the general conclusions reached as to the budget and cost of living.

As has been said, clothing was not included among the commodities contained in the budget. The term includes so great a variety of articles, and prices are so largely determined by personal preferences as to material, design, and other points which cannot be reflected in figures, that clothing was omitted from the departmental list. Considerable information regarding clothing prices was, however, gathered, though not printed, and a study of the price fluctuations showed that the increases in clothing had been on the whole at least equal to those common to foods, fuel, etc.

A complete family budget would require a yet further section which might be best described as "miscellaneous," including numerous items of household expenditures which are of uncertain volume and the cost of which depends in a measure on personal idiosyncrasies and on circumstances largely uncontrollable; "miscellaneous"

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would, for instance, include such disbursements as fees to doctors and dentists, street car fares, church collections, fire and life insurance, occasional railway fares, newspapers and books, stationery and postage stamps, union dues, tobacco and innumerable petty expenses which are paltry to the full purse but each of which must be carefully counted when the owner of the purse can rarely hope to do more than meet the charges of bare subsistence. The idealist would perhaps add yet to this budget by including an item for savings, but this must be regarded as at least premature. The family budget, therefore, as printed in the *Labour Gazette*, including food, fuel and rent, and minus clothing and miscellaneous, may be regarded as representing roughly 60 to 70 per cent of the cost of living, the remaining 30 to 40 per cent representing clothing and miscellaneous. It may be said that many workers are single men and women and many families are less than five; such conditions are, however, usually accepted as abnormal and the family of five will be taken generally as a reasonable as well as perhaps a desirable average. If then, looking back to the figures of the departmental family budget comprising food, fuel and rent, we add the remaining 35 per cent to cover the cost of clothing and miscellaneous, we get the following totals: for 1910 a weekly average of \$19.67; for August, 1914, a weekly average of \$22.15; for August, 1915, \$21.14; for August, 1916, \$22.51; for August, 1917, \$28.43; for August, 1918, \$32.62; for August, 1919, \$35.17. In adding 35 per cent to include clothing and miscellaneous, the rate of increase allowed the new items is equivalent to the averages of other commodities, but, as a matter of fact, this increase in clothing has been during 1918 and 1919 considerably larger than increases in most other articles.

These figures are, of course, considerably in excess of the earnings of many workers, and it is equally true that many families succeed in living well within the limits of the suggested budget. Thrift, favourable conditions, climate, good health, and countless circumstances are elements in the situation of which the weight cannot be determined; but the same is true of the reverse of these conditions, which must be equally regarded. The department has been frequently urged to proclaim the precise cost of a comfortable subsistence for a family, but this it has up to the present time refrained from doing. Just what constitutes a comfortable living depends so much on the point of view, and any statements offered on the subject would become immediately the subject of controversy. Less danger of controversy is involved in giving particulars of prices and averages.

The departmental budget is not, in any event, given out as a minimum budget, but is simply presumed to be typical of conditions at large, and was prepared under the circumstances above indicated. The United States Department of Labour has been less reserved in its discussion of the minimum of comfortable subsistence and has at different times proclaimed a minimum. The latest official announcement on the subject by the United States Department of Labour puts the minimum of comfortable subsistence for a family at Washington, D.C., for one year at \$2,288.25, and for a single man at \$1,067.78. This, it will be seen, is greatly above the total of the family budget of the Department of Labour of Canada. The conditions as to cost of living and wages in Canada and the United States respectively are closely alike, and the difference in the findings of the two departments in this important respect should satisfy

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Canadian inquirers that the estimate for the Dominion is on the whole a conservative one. This, too, is invariably found to be the case when the family budget of the department is compared with the numerous subsistence statements, some actual and some hypothetical, put before Boards of Conciliation and other bodies engaged in the adjustment of industrial disputes.

It has been thought worth while discussing these points in some detail, since they relate vitally to the work of the department and are continually the subject of correspondence and of press comment.

COST OF LIVING BRANCH.

Considerable confusion has existed in the public mind as between two branches of the work of the department, first, that relating to the figures printed in the *Labour Gazette* with regard to wholesale and retail prices and particularly the family budget and, second, that of what has been generally known as the Cost of Living Branch. The Prices Branch, the duties of which have been discussed in the preceding pages, was conducted as part of the ordinary statistical work of the department; the Cost of Living Branch originated under the War Measures Act, being established under P.C. 2777 passed on November 10, 1916, as set forth in the annual report of last year. This measure was among the steps taken by the Government to meet the growing apprehension and difficulty caused by the rapid increase in the cost of living. Mr. W. F. O'Connor, K.C., an officer of the Department of Justice, was placed in charge of this branch and inaugurated a system of obtaining monthly reports from cold storage companies and from dealers in various commodities including coal. The Cost of Living Branch issued during the present and preceding fiscal year reports on some aspects of trade, in sugar, anthracite coal, operations of cold storage companies and operations of flour milling companies, etc.; regular reports were issued also by this branch as to cost of production of bread, quantities of meats, butter and eggs in storage, and similar matters. Early in the fiscal year Mr. O'Connor resigned his position as chief officer of the Cost of Living Branch, and the position was filled by the appointment of Mr. R. J. McFall, Ph.D., an officer of the Dominion Bureau of Statistics; the work of the branch was continued by Dr. McFall on the same lines as formerly.

It will be seen that the work of the branch which has had charge of price quotations, family budgets, etc., differed widely from that of the branch constituted especially to meet necessities growing out of abnormal conditions caused by rising prices and which was to that end invested with special powers. Looking somewhat beyond the end of the financial year it may be remarked that shortly after the enactment in July, 1919, of legislation creating a Board of Commerce, the Cost of Living Branch of the Department passed out of existence, its functions being included in the duties placed on the new body, and many of the officers who had been employed in the work of the Cost of Living Branch were taken over by the Board of Commerce.

OTHER DEPARTMENTAL ACTIVITIES.

Other activities of the department have continued on the lines of previous years. The reports on Labour Organization and Labour Legislation appeared in due course, and it has become necessary continually to increase the number of copies printed.

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One of the statutes of which the Minister of Labour is vested with the administration is the Combines Investigation Act. There have been no proceedings under this Act for several years. Occasional requests for information as to its provisions have been received and answered. There is therefore no formal report to make. Some of the leading features of the Combines Investigation Act were incorporated into the legislation enacted some time after the close of the financial year creating a Board of Commerce, and by clause 23 of the Combines and Fair Prices Act, 1919, a companion measure to the Board of Commerce Act, the Combines Investigation Act is wholly repealed.

The *Labour Gazette* has not failed to keep its readers in touch with the momentous events proceeding in the industrial world. More than the usual number of special articles have appeared during the year, and requests for information on many difficult matters received from points far and near on this continent, as well as across the seas, are frequently best met by forwarding the correspondent a copy of a recent issue.

NEW MINISTER APPOINTED.

It is proper to note that early in November the Honourable T. W. Crothers, who had been Minister of Labour since October, 1911, was compelled by ill health to withdraw from the Government, though retaining his seat in the House of Commons. The portfolio was filled by the appointment as Minister of Labour of the Honourable Gideon D. Robertson, a member of the Dominion Senate. Senator Robertson had been for about a year a member of the Government without portfolio, though occupying during 1918 the position of Chairman of the Registration Board. The new Minister had long been in touch with the Department of Labour in his capacity of Vice-President of the Order of Railroad Telegraphers and, particularly since his membership in the Government, had on many occasions participated in the settlement of industrial disputes.

I have the honour to be, sir,

Your obedient servant,

F. A. ACLAND,

Deputy Minister of Labour.

DEPARTMENT OF LABOUR,
OTTAWA.

I. CONCILIATION AND FAIR WAGES WORK.

There are at present five officers whose time is given specially to conciliation and fair wages work. Messrs. E. N. Compton and W. D. Killins, who are stationed at Toronto and Ottawa respectively, are sent to such places as may require their presence, but their activities are largely in Ontario; Mr. F. E. Harrison, stationed at Calgary, keeps in touch with conditions in the Prairie Provinces and acts also as assistant to the Director of Coal Operations whose headquarters are at Calgary; Mr. D. T. Bulger, stationed at Vancouver, has territory embracing the province of British Columbia; and Mr. T. Bertrand, with headquarters in Montreal, works chiefly in the province of Quebec, although occasionally called upon to visit the Maritime Provinces.

Mr. W. H. Armstrong, the Director of Coal Operations, has jurisdiction over the southeast portion of the province of British Columbia and southern Alberta, being chiefly territory lying within District 18 of the United Mine Workers of America. Mr. Armstrong has to do with the adjustment of all disputes in the mines in the coal fields of this district. Fuller reference to his work appears in another chapter.

Following certain negotiations between the shipbuilders of British Columbia and employees of various trades, an agreement was effected through Senator Robertson whereby Mr. W. L. MacDonald, of Vancouver, was, on joint recommendation of employers and workmen, appointed an adjuster to give special attention to any disputes which might arise in the shipbuilding industry and to make a quarterly adjustment of wages based on prices quoted in the *Labour Gazette*.

Correspondents of the *Labour Gazette* at several points have also rendered special assistance in conciliation work during the year.

ROYAL COMMISSIONS.

Various disputes occurred during the year in which there were concerned on the one side different employers, and on the other side, as a rule, several labour organizations. The machinery of the Industrial Disputes Investigation Act not being easily adapted to dealing with such disputes, Royal Commissions were appointed. The industries concerned were, as a rule, either public utilities or war industries. In all cases the inquiry led to a settlement of the dispute effected on the basis of the Commission's findings. The personnel of these various Commissions, together with the nature of the industries involved and the territories affected, are given below:—

(1) The Honourable Mr. Justice F. S. MacLennan, Chairman, Messrs. Thos. E. Robb and John M. Walsh, Montreal; the shipbuilding establishments of the Province of Quebec, and their workmen.

(2) The Honourable Mr. Justice Jos. A. Chisholm, Chairman, Rev. Dr. John Forrest, Mr. J. B. McLachlan, Halifax; different coal and iron companies of the Province of Nova Scotia and their coal miners and steel workers.

(3) The Honourable Mr. Chief Justice T. G. Mathers, Chairman, Messrs. Geo. Fisher and F. G. Tipping, Winnipeg; various employing establishments in the city of Winnipeg and their workmen, members of organizations included in the Metal Trades Council.

(4) Mr. W. E. Burns, Chairman, Mr. Jas. H. McVety and Mr. E. A. James, of Vancouver; shipowners of British Columbia and their employees, masters and mates, members of the organization known as the Canadian Merchant Service Guild, engaged in water transportation between British Columbia ports and American ports in Puget Sound and Alaska; the powers of this commission were later extended to embrace also the same classes of employers and workmen doing business on the lakes and rivers of British Columbia.

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(5) Mr. D. T. Bulger, Vancouver, Chairman, Mr. Tully Boyce, Nanaimo and Mr. J. McAllister, Cumberland, B.C.; the collieries of the Island of Vancouver and their workmen.

(6) The Honourable Mr. Justice D. Murphy, Vancouver, Chairman, and Messrs. H. H. Watson and F. W. Welsh; Messrs. J. J. Coughlan and Sons, Vancouver, B.C., shipbuilders, and their shipyard employees.

CONCILIATION WORK.

The following is a list of the more important disputes in which mediation work was done during the year. This list does not include disputes adjusted under the Industrial Disputes Investigation Act, 1907, save when a reference to that Act is made, nor is it possible to include in the list numerous cases where a difficult situation has been relieved by correspondence with the department direct or with a departmental officer at other points than Ottawa. The term "dispute" is used, in this list, to indicate a situation which did not become a strike. Senator Robertson, before becoming Minister of Labour, and acting in his capacity as a member of the Government without portfolio, assisted as mediator in a number of cases and particularly in numbers 8 and 60 of the following list:—

(1) Lethbridge, Alta., coal miners, strike *re* demand for reinstatement of dismissed employee; settled by Director of Coal Operations, who ordered employee to be reinstated.

(2) Midland, Ont., longshoremen, threatened strike *re* wages; settled through mediation of a departmental officer.

(3) Toronto and Hamilton, Ont., shipbuilding and munitions workers in various firms, strike *re* wages; compromise effected.

(4) Greenwood and Thorburn, N.S., coal miners, strike in sympathy with steel workers; settled by Royal Commission.

(5) New Glasgow, N.S., steel workers, strike *re* wages and demand for union recognition; settled by Royal Commission.

(6) Sydney, N.S., coal miners, strike *re* wages and demand for union recognition; settled by Royal Commission.

(7) Montreal, Que., Fraser Brace Co., shipyard employees, strike *re* wages and hours; settled through Royal Commission.

(8) Fort William, Ont., various railway companies and freight and coal handlers, strike *re* wages; satisfactory adjustment reached through mediation of the Department of Labour.

(9) Montreal, Que., Montreal Dry Docks and Ship Repairing Co., Ltd., strike *re* wages and hours; settled by Royal Commission.

(10) Winnipeg civic employees, strike *re* wages; settled by Royal Commission.

(11) Victoria, B.C., machinists in various establishments, strike *re* wages and hours; settled through mediation of the department, the demands of the men being partially granted.

(12) Vancouver, Victoria and New Westminster, B.C., shipyard employees, strike *re* wages; settled through mediation, demands of men being met.

(13) Winnipeg, Man., civic firemen, strike *re* wages and demand for union recognition; settled through mediation, increased wages and modified demand *re* recognition of union being granted.

(14) Ottawa, Ont., American Bank Note Co., dispute *re* wages; difference adjusted through compromise.

(15) Guelph, Ont., Military Hospital, carpenters and labourers, strike *re* wages, hours and conditions; men returned to work pending investigation and adjustment.

(16) Quebec, Que., Quinlan and Robertson, shipyard employees, strike *re* wages; adjustment reached through Royal Commission.

(17) Thetford Mines, Que., Beaver Mine Asbestos Corporation, strike *re* wages; adjustment reached.

(18) St. Catharines, Ont., Willys Overland Co., strike *re* wages for women; strikers returned to work and an amicable adjustment reached.

(19) St. Catharines, Ont., McKinnon Industries, Ltd., and Welland Vale Mfg. Co., dispute *re* wages and hours; adjustment made.

(20) Port Hawkesbury, Ont., pulp and paper workers, strike *re* wages and alleged dismissals account union affiliation; men returned to work under former conditions.

(21) Vancouver, Victoria and New Westminster, British Columbia Electric Railway Company, various departments, strike *re* wages and conditions; settled by Board of Conciliation and Investigation appointed under I. D. I. Act.

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- (22) Toronto, Ont., machinists and toolmakers, strike *re* wages, hours and working conditions; men's demands not granted at the time work resumed.
- (23) Kingston, Ont., tannery employees, strike *re* alleged discrimination against union employees; settled through mediation of departmental officer.
- (24) Victoria, B. C., ship caulkers, strike regarding protest against working with caulkers trained in caulking school; settled by an adjuster appointed by the Government, on understanding that all future applicants pass an examination before a board of qualified caulkers.
- (25) Vancouver, B.C., Western Power Co. of Canada, Ltd., electrical workers, strike *re* wages and hours; settled by Board of Conciliation and Investigation under the I. D. I. Act.
- (26) Toronto, Ont., York Knitting Mills, Ltd., strike *re* wages and union recognition; settled through mediation of a departmental officer and negotiations.
- (27) Entwhistle, Alta., coal miners, strike *re* wages; settled by Director of Coal Operations.
- (28) Sydney, N.S., steel workers, strike *re* Sunday overtime and wages; settled by Board of Conciliation and Investigation appointed under the I. D. I. Act.
- (29) New Glasgow, N.S., Acadia Coal Co., coal miners, strike *re* wages; settled by compromise through mediation of Fuel Controller and Department of Labour.
- (30) Trenton, Ont., British Chemical Co., carpenters and millwrights, dispute *re* wages; settled by reference to a Board of Conciliation and Investigation appointed under the I. D. I. Act.
- (31) Moncton, N.B., Atlantic Underwear Co., dispute *re* alleged discrimination account union affiliation; adjusted through mediation, the discharged employee being reinstated.
- (32) Montreal, Que., Montreal Tramways, dispute regarding failure of Company to carry out agreement *re* rates; adjustment reached without cessation of work.
- (33) Vancouver, B.C., British Columbia Sugar Refinery Co., dispute *re* alleged discrimination against union employees; satisfactory adjustment reached and discharged employees reinstated.
- (34) Inverness, N.S., Inverness Coal Co., strike *re* alleged dismissal of employee without sufficient cause; satisfactory adjustment reached, employee reinstated.
- (35) Hamilton, Ont., Hamilton Bridge Co., structural iron workers, strike *re* alleged discrimination against union employees; conciliation effected.
- (36) Montreal, Que., Canadian Pacific Railway Company, freight handlers, threatened strike *re* wages; adjustment effected without cessation of work.
- (37) Hamilton, Ont., Hamilton Cotton Co., strike *re* alleged discrimination against union employees; demands not granted at time men returned to work.
- (38) British Columbia shipowners and employees, being masters and mates, concerned in water transportation between British Columbia and American ports in Puget Sound and Alaska, strike *re* wages, hours and conditions and recognition of Merchant Service Guild; settled by Royal Commission.
- (39) Toronto, Ont., Polson Iron Works, Ltd., strike of certain employees *re* wages; settled by Board of Conciliation and Investigation appointed under the I. D. I. Act.
- (40) Vancouver, B.C., carpenters, strike *re* wages and standardization of wages of house carpenters working outside and in shipyards; settled through mediation of Department of Labour.
- (41) Toronto, Ont., blacksmiths and helpers employed by various firms, strike *re* wages; settled through appointment of Board of Conciliation and Investigation under the I. D. I. Act.
- (42) Vancouver, B.C., millmen, increased wages and shorter hours; settled through mediation of Department of Labour.
- (43) Toronto, Ont., Canadian Express Company, freight handlers, strike *re* wages and hours; settled through findings of Board of Conciliation and Investigation appointed under I. D. I. Act.
- (44) Hillcrest, Alta., coal miners, strike to secure revision of order issued by Director of Coal Operations; settled by the director.
- (45) Ottawa, Ont., street railway employees, strike *re* wages and other changes in conditions; settled by Labour Appeal Board.
- (46) Stellarton, N.S., coal miners, strike *re* demand for increased wages and a minimum wage; settled through mediation of the Dominion Fuel Controller and Department of Labour.
- (47) Wayne, Alta., coal miners, strike *re* dissatisfaction over boarding house; compromise effected through mediation of a departmental officer.
- (48) Fernie and Michel, B.C., coal miners, strike *re* demand for single shift system in operation of the mines; settled by Director of Coal Operations; demands granted.

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(49) Port Arthur and Fort William, Ont., elevatormen, strike *re* recognition of union, increased wages and better working conditions; settled through the findings of a Board of Conciliation and Investigation appointed under the I. D. I. Act.

(50) Welland, Ont., various firms employing machinists, dispute *re* wages, hours, etc.; settled through mediation of a departmental officer.

(51) Brantford, Ont., various firms employing blacksmiths, dispute *re* wages, hours, etc.; settled through mediation of a departmental officer.

(52) Toronto, Ont., Canadian Allis-Chalmers, threatened strike *re* wages; men withdrew demands and continued work.

(53) Gananoque, Ont., various firms employing iron, steel and tin workers, dispute *re* wages; satisfactory adjustment reached through mediation of a departmental officer.

(54) Vancouver, B.C., civic employees, demand for increased wages; increase granted.

(55) Montreal, Que., boot and shoe workers of various firms, dispute *re* union recognition; adjustment effected.

(56) Victoria, B.C., firemen, strike *re* wages and hours; increase granted.

(57) St. John, N.B., Canadian Pacific Railway, freight handlers, alleged lockout; compromise effected.

(58) Fernie, B.C., Morrissey, Fernie and Michel Railway employees, dispute *re* wages; demands withdrawn by men.

(59) Sault Ste. Marie, Ont., Algoma Central Railway, dispute *re* wages and alleged discrimination against union member; amicable arrangements reached and dismissed employee reinstated.

(60) Calgary, Lethbridge and Western Lines of C.P.R., freight handlers, and others in sympathy, strike *re* recognition of union and retroactive payment of McAdoo award rates; compromise effected through mediation of Department of Labour.

(61) Vancouver, B.C., laundry workers in various firms, strike *re* wages; compromise effected.

(62) Wingham, Ont., Western Foundry Co., iron moulders, strike *re* union recognition; adjustment effected through negotiations.

(63) Toronto, Ont., Canadian Aeroplanes, Ltd., dispute *re* union recognition; adjustment effected.

(64) St. John, N.B., coal handlers of various shipping companies, strike *re* wages; Board of Conciliation and Investigation applied for but dispute settled by mediation and direct negotiations.

(65) Trenton, Ont., Eastern Car Co., (Erection Dept.), strike *re* wages; Board of Conciliation and Investigation applied for, but dispute settled by mediation and direct negotiations.

(66) Kingston, Ont., Dominion Textile Co., strike *re* wages and union recognition; settled by mediation and direct negotiations.

(67) Wayne, Alta., coal miners, strike *re* objection of men to a system of dockage put into effect by company without notice; settled by Director of Coal Operations.

(68) Oliphant Mines, Alta., coal miners, strike *re* increase demanded by the company for board; settled by a Fair Wages Officer of the Department of Labour.

(69) Wayne, Alta., coal miners, strike in sympathy with miners at Rosedeer Mine; settled by the Director of Coal Operations.

(70) Canmore, Alta., coal miners, strike *re* company's refusal to hire a certain man; settled by Director of Coal Operations.

(71) Calgary, Alta., carpenters, threatened strike *re* wages; settled through mediation of a Fair Wages Officer; no cessation of work occurred.

(72) Windsor, Ford Motor Co., alleged lockout of machinists account union affiliation; settled by negotiations.

(73) Winnipeg, Toronto, Vancouver and various points throughout Canada, strike of postmen and mail clerks *re* wages; settled by arbitration.

(74) Minto, N.B., Minto Coal Co., coal miners, strike *re* wages and conditions; settled by mediation.

(75) Montreal, Que., A. Hollander & Sons, Ltd., fur workers, dispute *re* alleged discrimination against union employees; adjustment reached without cessation of work.

(76) St. John, N.B., longshoremen, strike *re* wages and hours; compromise effected through mediation and negotiations.

(77) Shawinigan Falls, Que., carpenters in various firms, dispute *re* wages; investigated by Fair Wages Officer; men's demands granted.

(78) Union Bay, B.C., Canadian Collieries (Dunsmuir), miners, strike *re* wages; settled by appointment of Board of Conciliation and Investigation under I. D. I. Act

(79) Vancouver, B. C., J. J. Coughlan & Sons, shipyard employees, dispute *re* wages; adjusted through Royal Commission.

(80) Ottawa, Ont., bricklayers and masons, strike *re* employment of non-unionists; settled through mediation of Fair Wages Officer.

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(81) Edmonton, Alta., Grand Trunk Pacific Railway, machinists and helpers, *re* alleged unjust suspensions; conciliation effected.

(82) Hamilton, Ont., Dominion Power and Transmission Co., electrical workers, strike *re* alleged discrimination against union workers; adjusted through mediation.

(83) Chilliwack, B.C., telephone operators, alleged lockout; positions filled and work continued satisfactorily to both parties.

(84) Moncton, N.B., Record Foundry, sheet metal workers, alleged lockout account union affiliation; investigation indicated contentions not *bona fide*.

(85) Toronto, Ont., street railway employees, threatened strike *re* wages; compromise effected through mediation.

(86) Three Rivers, Que., Tidewater Shipyards, shipyard employees, strike *re* alleged discrimination against union employees; men reinstated and satisfactory adjustment reached.

FAIR WAGES SCHEDULES.

The Fair Wages Branch of the department has to do also with the administration of the fair wages policy of the Dominion Government, which is based on a resolution of the House of Commons adopted in the session of 1900, as follows:—

“That it be resolved, that all Government contracts should contain such conditions as will prevent abuses, which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

“It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.”

Additional force was given to the fair wages resolution in the revision of the Railway Act in 1903, by the insertion in that statute of a section requiring the payment of current rates of wages to all workmen engaged in the construction of any line of railway towards which the Parliament of Canada has voted financial aid by way of subsidy or guarantee.

An Order in Council was adopted on August 30, 1907, “to more effectively further the purpose of the fair wages resolution of the House of Commons of Canada, of March, 1900,” by the insertion of the following clauses in all government contracts to which the said resolution applies:—

“1. Contractors shall post in a conspicuous place on the public works under construction, the schedule of wages inserted in their contracts for the protection of the workmen employed.

“2. Contractors shall keep a record of payments made to workmen in their employ, the books or documents containing such record shall be open for inspection by the Fair Wages Officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.”

In connection with proposed works of construction a fair wages schedule setting forth the minimum wage rates and the hours of labour to be observed is prepared in advance and embodied in the contract. The practice is to prepare these schedules as they are required. For this purpose one of the fair wages officers of the department usually visits the locality in which the work is to be performed and ascertains, by inquiry from both employers and workmen, the scale of remuneration and the hours of labour generally prevailing in the district for the various classes of labour required.

In other cases a general clause is inserted in the contract, the terms of which are as follows:—

“All mechanics, labourers or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed, and if there is no current

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rate in such district, then a fair and reasonable rate, and shall not be required to work for longer hours than those fixed by the custom of the trade in the district where the work is carried on, except for the protection of life or property, or in the case of other emergencies. In the event of a dispute arising as to what is the current or a fair and reasonable rate of wages or what are the current hours fixed by the custom of the trade it shall be determined by the Minister of Labour, whose decision shall be final.

"These conditions shall extend and apply to moneys payable for the use or hire of horses or teams, and the persons entitled to payment for the use or hire of horses or teams shall have the like right in respect of moneys owing to them as if such moneys were payable to them in respect of wages.

"In the event of default being made in payment of any money owing in respect of wages of any mechanic, labourer or other person employed on the said work, and if a claim therefor is filed in the office of the Minister of , and proof thereof satisfactory to the Minister is furnished, the Minister may pay such claim out of any moneys at any time payable by His Majesty under such contract, and the amount so paid shall be deemed payments to the company.

"The company shall post in a conspicuous place on the works under construction the general clause above mentioned for the protection of the workmen employed.

"The company shall keep a record of payments made to workmen in its employ, and the books or documents containing such record shall be open for inspection by the fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected."

Fair wage conditions are also inserted in contracts for the manufacture of certain classes of government supplies, and in contracts for all railway construction to which the Dominion Parliament has granted financial aid, either by way of subsidy or guarantee.

The Department of Labour is also frequently consulted by other departments of the government regarding the wage rates to be observed in connection with work undertaken on the day labour plan.

The number of fair wages schedules prepared by the Department of Labour during the years 1916-17, 1917-18, and 1918-19, for insertion in government contracts was greatly reduced on account of the reduction in the government construction operations consequent on the continuance of the European war, work of this nature for the Federal authorities throughout the year being mainly confined to works already in progress and to operations connected with Canada's part in the war. The total number of fair wages schedules prepared during the year was 99.

These were divided among the different departments of the government as follows: Public Works, 63; Railways and Canals, 19; Militia and Defence, 6; Interior, 8; Naval Service, 1; and Marine and Fisheries, 2.

Fair wages conditions were also inserted in a number of contracts connected with the manufacture of military supplies and materials to the order of the Dominion Government.

TABLES RELATING TO FAIR WAGES SCHEDULES.

The following tables relate to fair wages schedules prepared by the officers of the department during the fiscal year 1918-19, and show the different departments controlling the contracts concerned and the locality and value of the contract.

FAIR WAGES SCHEDULES prepared for the Department of Railways and Canals, 1918-19, showing the name of the locality concerned, etc.

Nature of Work.	Locality.	Date schedule supplied by Department.	Date of Contract.	Amount of Contract.	Issue of Labour Gazette in which schedule published.
Rebuilding lower entrance pier, Lock No. 23.	Rapide Plat Canal, Ont.	April 19, 1918	July 8, 1918.	\$ cts. Schedule rates.	Vol. Page. XVIII 635
Rebuilding lower entrance pier, Lock No. 25.	Galops Canal, Ont.	" 19, 1918	July 8, 1918.	Schedule rates.	XVIII 635
Construction of a number of section houses on the Trans-continental Railway between.....	Moncton and Winnipeg.	May 5, 1918	August 17, 1918.	82,748 00	XVIII 752
Line of railway about three miles in length near Moffatt Station.....	New Brunswick.	" 28, 1918	October 16, 1918.	Schedule rates.	XVIII 1128
Extensions to car shops and toilet rooms, Moncton Shops.	Moncton, N.B.	June 20, 1918	No contract.		
Small oil house.....	St. John, N.B.	July 19, 1918	October 15, 1918.	2,800 00	XVIII 1004
Wooden station building.....	Emerald Jct., P.E.I.	Aug. 1, 1918	No contract.		
Placing of stone protection on summit level of.....	Welland Canal, Ont.	" 6, 1918	No contract.		
Erection of the superstructure of the River du Gouffe Bridge on the line of the Quebec and Saguenay River.....	Quebec.	" 19, 1918	September 17, 1918.	\$0.0755 per lb.	XVIII 857
Construction of section houses and double cottages along the line of the Canadian Government Railways between.....	Moncton and Winnipeg.	" 19, 1918	August 21, 1918.	96,800 00	XVIII 752
Rebuilding a portion of the northeast guide pier at the lower entrance to the.....	Carillon Canal, Que.	" 27, 1918	October 16, 1918.	Schedule rates.	XVIII 1003
Renewing a portion of the wharf on the west side of the upper entrance to the.....	Chambly Canal, St. Johns, Que.	" 27, 1918	October 16, 1918.	Schedule rates.	XVIII 1003
Repairs to the dam and the construction of the sub-structure for a highway bridge across the Grand River.....	Dunville, Ont.	Sept. 7, 1918	No contract.		
Wooden car shop, bunk house and ice house.....	Edmundston, N.B.	" 11, 1918	January 4, 1919, ice house only.....	15,500 00 11,650 00	XIX 191 XIX 72
Stores building.....	Campbellton, N.B.	" 11, 1918	December 16, 1918.	Schedule rates.	
Construction of a transmission line approximately 13 miles in length for the lighting of the.....	Grenville and Carillon Canals, Que.	" 26, 1918	October 28, 1918.	Schedule rates.	
Removal of old highway swing bridge over the canal and the erection of a steel span (now at Cardinal, Ont.) at.....	St. Peter's, N.S.	Oct. 15, 1918	November 27, 1918.	Actual cost plus 10% profit. Actual cost plus 8% profit.	XVIII 1128
Resumption of work on.....	Welland Canal and Trent Canal, Ont.	Jan. 16, 1919	January 17, 1919.		XIX 191
Construction and erection of a two stall wooden engine house and foundations for a new turn table and ash pit on Canadian National Railways, Eastern Lines.....	Dartmouth, N.S.	Mar. 26, 1919	March 31, 1919.	Cost plus 8%.....	XIX 475

FAIR WAGES SCHEDULES prepared for the Department of Public Works, 1918-19, showing the name of the locality concerned, etc.

Construction of steel highway bridge between.....	Ottawa and Hull.....	April 3, 1918	May 15, 1918.	334,650 00	XVIII 456
Construction of Dominion Government office building.....	Ottawa.....	" 11, 1918	August 13, 1918.	1,000,969 00	XVIII 752
Harbour improvements.....	Inverness, N.S.	" 19, 1918	August 27, 1918.	Unit prices.....	XVIII 855
Hospitals, sanitoriums, etc., throughout Canada.....	" 27, 1918	Published in various numbers of Labour Gazette throughout year.		

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FAIR WAGES SCHEDULE: prepared for the Department of Public Works, 1918-19, showing the names of the locality concerned, etc.—*Con.*

Nature of Work.	Locality.	Date schedule supplied by Department.	Date of Contract.	Amount of Contract. \$ cts.	Issue of Labour Gazette in which schedule published. Vol. Page.
Removal of the pile wharf known as C.N.R. coal dock.....	Fort William, Ont.....	" 30, 1918	July 2, 1918.....	Unit prices approx. 8,102 00	XVIII 635
Proposed repairs to the Langevin Pier.....	Cobourg, Ont.....	May 5, 1918	July 18, 1918.....	Schedule prices...	
Diversion of river into Pelican Lake.....	Little Pembina River, Man.....	" 25, 1918 (Subsequently cancelled).	October 7, 1918.....	Unit prices approx. 18,600 00	
Renewal and repairs to wharf.....	Back Bay, Charlotte Co., N.S.....	" 29, 1918	No contract.		
Proposed addition to, breakwater.....	Battery Point, Annapolis Co., N.S.....	June 6, 1918	September 11, 1918.....	3,450 00	XVIII 856
Proposed reconstruction and repairs of a retaining wall.....	Ft. Dufferin, St. John, N.B.....	" 6, 1918	Day labour.		
Rebuilding of superstructure east end of east breakwater.....	Pt. Colborne, Ont.....	" 8, 1918	No contract.		
Proposed repairs to breakwater (crib and concrete).....	Cow Bay (Port Morien), Cape Breton Co., N.S.....	" 10, 1918	Day labour.		
Proposed reconstruction of part of breakwater at.....	Mackay's Point (Judique), Inverness Co., N.S.....	" 10, 1918	August 29, 1918.....	3,740 00	XVIII 855
Construction of proposed wharf (cribwork).....	Chimney Corner, Inverness Co., N.S.....	" 11, 1918	August 26, 1918.....	5,700 00	XVIII 855
Proposed repairs to public wharf.....	Shediac, Westmoreland Co., N.B.....	" 12, 1918	Day labour.		
Proposed reconstruction of two parts of wharf.....	Anse aux Gascons, Bonaventure Co., Que.....	" 25, 1918	No contract.		
Proposed repairs and renewals to public wharf.....	Meteghan, N.S.....	" 27, 1918	September 4, 1918.....	3,950 00	XVIII 855
Proposed groynes.....	Rondeau, Kent Co., Ont.....	" 28, 1918	Day labour.		
Proposed completion of the renewal of the South Pier.....	Bayfield, Huron Co., Ont.....	" 28, 1918	September 3, 1918.....	Unit prices.....	XVIII 855
Repairs to South Pier.....	Saugeen River, Bruce Co., Ont.....	" 28, 1918	Day labour.		
Reconstruction of southern wing of western breakwater.....	Tymouth Creek, St. John, N.B.....	" 28, 1918	January 21, 1919.....	19,908 00	XIX 190
Water supply system.....	Sutherland, Sask.....	July 21, 1918	September 17, 1918.....	Unit prices approx. 13,450 00	
Repairs to pier.....	Burlington Channel, Wentworth Co., Ont.....	" 2, 1918	August 22, 1918.....	Unit prices.....	XVIII 752
Proposed wooden shed on Pier No. 3.....	Victoria, B.C.....	" 2, 1918	September 7, 1918.....	76,495 00	XVIII 856
Reconstruction of Naval Coast Wharf (pile work).....	Esquimalt, B.C.....	" 2, 1918	" 4, 1918.....	45,157 60	
Proposed sprinkler system in two freight sheds.....	Vancouver, B.C.....	" 3, 1918	" 27, 1918.....	32,853 45	XVIII 1003
Repairs and placing additional ballast in No. 7 Wharf.....	West St. John, N.B.....	" 5, 1918	August 28, 1918.....	Schedule prices...	XVIII 751
Repairs to breakwater.....	Shippigan Gully, Gloucester Co., N.B.....	" 9, 1918	No contract.		
Repairs to east pier.....	Cobourg, Northumberland Co., Ont.....	" 9, 1918	September 7, 1918.....	Schedule prices...	XVIII 856
Improvements to protection dyke.....	Laprairie, Laprairie Co., Que.....	" 17, 1918	" 14, 1918.....	Unit prices.....	XVIII 856
Improvements to warehouse.....	Belleville, Ont.....	" 17, 1918	October 2, 1918.....	"	XVIII 1002
Float at Hardy Bay.....	Comox, Alberni Dist., B.C.....	" 17, 1918	" 24, 1918.....	2,136 00	
Repairs to pier (pile work).....	Pt. Burwell, Elgin Co., Ont.....	" 22, 1918	" 3, 1918.....	Unit prices.....	XVIII 1002
Proposed breakwater, skidway and boat shed.....	Lower Kingsbury, Lunenburg Co., N.S.....	Aug. 2, 1918	December 7, 1918.....	"	XIX 72
Proposed floating pontoon.....	Ste. Anne de Chicoutimi, Que.....	" 10, 1918	November 19, 1918.....	Schedule prices...	XVIII 1127
Boiler house.....	Grosse Isle, Que.....	" 10, 1918	No contract.		
Proposed delivery and placing of stone at breakwater.....	Souris, King's Co., P.E.I.....	" 15, 1918	"		
Proposed crib retaining wall, fill and stone talus.....	Parry Sound, Ont.....	" 15, 1918	"		
Renewal of the flooring of the Matapedia Interprovincial Highway Bridge over the Restigouche River.....	Quebec.....	" 27, 1918	December 3, 1918.....	4,997 00	
Reconstruction of the wharf.....	Vercheres, Que.....	Sept. 3, 1918	No contract.		
Repairs to pier.....	Port Dover, Ont.....	" 9, 1918	Day labour.		
Boiler house at Quarantine Station.....	Grosse Isle, Que.....	" 11, 1918	November 16, 1918.....	25,590 00	XVIII 1127
General repairs to breakwater.....	Cape Bald, Westmoreland Co., N.B.....	" 17, 1918	Day labour (small portion only).		
Retaining wall and dredging at King's Wharf.....	Halifax, N.S.....	" 20, 1918	February 3, 1919.....	Unit prices.....	XIX 341
Protection work at mouth of Fraser River.....	Steveston, B.C.....	" 23, 1918	November 28, 1918.....	Schedule prices...	XIX 71
Adjustment slip for Pier No. 3.....	Victoria Harbour, B.C.....	" 23, 1918	February 13, 1919.....	3,500 00	

Construction of fence around Lorne and Champlain dry docks.....	Lauson, Levis Co., Que.....	Oct. 31, 1918	No contract.	Unit prices.....	XIX	474
Renewal and repairs to wharf.....	Back Bay, Charlotte Co., N.B.....	Nov. 7, 1918	March 11, 1919			
Proposed steel highway bridge over Ottawa River, between Hull and Ottawa.....	Hull and Ottawa.....	Dec. 9, 1918	No contract.	Unit prices.....	XIX	474
Proposed reconstruction of dock yard wharf.....	Esquimalt, B.C.....	18, 1918	March 1, 1919			
Construction of an educational block, Royal Military College	Kingston, Ont.....	Jan. 18, 1919	No contract.			
Construction of a wooden shed.....	Toronto, Ont.....	" 18, 1919	"			
Repairs to wharf at Quarantine Station.....	William Head, B.C.....	" 18, 1919	"			
Reconstruction of wharf.....	Vercheres, Vercheres Co., Que.....	" 20, 1919	No contract.			
Building of a sewerage system for two hospitals.....	Kingston, Ont.....	Jan. 22, 1919	February 8, 1919	8,980 00	XIX	341
Proposed fence around the Lorne and Champlain drydocks.	Lauson, Levis Co., Que.....	Feb. 4, 1919	No contract.			
Dominion Government Building (Examining warehouse, Front St.).....	Toronto, Ont.....	Mar. 4, 1919	"			
Public Building.....	Montreal, Que.....	" 11, 1919	"			
Alterations to armoury.....	Port Arthur, Ont.....	" 15, 1919	"			
Proposed diversion of Little Pembina River into Lake Pelican.....	Manitoba.....	" 15, 1919	"			
Proposed bridge superstructure.....	North Timiskaming, Que.....	" 26, 1919	"			
Wharf.....	Naramata, B.C.....	" 29, 1919	"			
Proposed repairs to North Pier.....	Bayfield, Huron Co., Ont.....	" 31, 1919	"			

FAIR WAGES SCHEDULES prepared for the Department of Militia and Defence, 1918-19, showing the names of the locality concerned, etc.

Certain trades.....	Victoria, B.C.....	April 25, 1918	Day labour.	
Civic labour.....	Quebec, Que.....	May 25, 1918	"	
Certain trades.....	Kingston, Ont.....	July 2, 1918	"	
"	"	13, 1918	"	
"	"	Oct. 7, 1918	"	
"	Quebec and Levis, Que.....	Mar. 2, 1919	"	

FAIR WAGES SCHEDULES prepared for the Department of Interior, 1918-19, showing the name of the locality concerned, etc.

Certain work, Rocky Mountains Park.....	Banff, Alta.....	Mar. 18, 1919	No contract.	
" Jasper Park.....	Jasper, Alta.....	" 18, 1919	"	
" Buffalo Park.....	Wainwright, Alta.....	" 18, 1919	"	
" Waterton Lakes Park.....	Waterton, Alta.....	" 18, 1919	"	
" Elk Island Park.....	Lamont, Alta.....	" 18, 1919	"	
" Yoho Park.....	Field, B.C.....	" 18, 1919	"	
" Glacier Park.....	Glacier, B.C.....	" 18, 1919	"	
" Revelstoke Park.....	Revelstoke, B.C.....	" 18, 1919	"	

FAIR WAGES SCHEDULES prepared for the Department of Marine and Fisheries, 1918-19, showing the name of the locality concerned, etc.

Erection of reinforced concrete tower, vicinity of.....	Cape Spencer, St. John Co., N.B.....	April 15, 1918	July 5, 1918	3,200 00
Current wages for erection of concrete tower and frame dwelling.....	Barrett Rock, vicinity Prince Rupert, B.C.....	Mar. 18, 1919	No contract.	

FAIR WAGE SCHEDULE prepared for the Department of Naval Service, 1918-19, showing the name of the locality concerned, etc.

Wages of longshoremen.....	Pacific Coast, B.C.....	July 10, 1918	No contract.	
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SCHEDULES BY PROVINCES.—Table showing, by provinces, the Fair Wages Schedules prepared 1918-19.

Department of Government.	Nova Scotia.	New Brunswick.	Prince Edward Island.	Quebec.	Ontario.	Manitoba.	Saskatchewan and Alberta.	British Columbia.	Affecting more than one province.	Total.
Public Works.....	8	8	1	12	19	2	1	9	3	63
Railways and Canals.....	2	5	1	4	5				2	19
Militia and Defence.....				2	3			1		6
Naval Service.....								1		1
Marine and Fisheries.....		1	1							2
Interior.....							5	3		8
Total.....	10	14	3	18	27	2	6	14	5	99

POST OFFICE CONTRACTS.—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1918-19.

Name of Order.	Amount of Order.
	\$ cts.
Making metal dating stamps and type and making other hand stamps and brass crown seals.....	8,288 77
Making and repairing rubber dating stamps.....	772 07
Supplying stamping material and repairing stamping pads.....	11,231 01
Making and repairing post office scales.....	8,748 00
Supplying new mail bags.....	25,784 49
Repairing mail bags and satchels.....	15,215 65
Supplying mail bag fittings.....	58,706 10
Making and supplying articles of official uniforms, also cloth supplied for official uniforms.....	60,459 54
Making and repairing miscellaneous articles of postal stores.....	702 04
Supplying street letter boxes and keys, mail clerks' tin travelling boxes, steel portable boxes and parcel receptacles, also repairing street letter boxes, steel portable boxes, mail clerks' tin boxes and parcel post hampers.....	2,260 16
Total.....	192,167 83

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TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1919.

Complaint received.	Locality and Public Work.	Department affected.	Subject of Investigation.	Disposition.
Mar. 11, 1918	Three Rivers, Que..... Public building.	Public Works.....	Alleged non payment of fair wage schedule rates to carpenters and labourers.	Enquiry did not sustain the claims.
April 12, 1918	Sable Island, N.S..... Government work.	Marine and Fisheries..	Alleged that carpenters had not been paid for the full time they worked.	The matter was referred to the Dept of Marine and Fisheries, which advised that these men had ceased work and refused to return when requested; therefore no pay was allowed them from the date they ceased work.
April 19, 1918	Ottawa, Ont.....	Public Works.....	Regarding requests for increased wages for blacksmiths, plasterers, plumbers, carpenters and labourers.	Investigations were made by fair wages officers of the Department of Labour and the matters referred also to the Department of Public Works. Various revisions of the schedule of wages were made throughout the year, providing for increases in wages.
July 19, 1918	Parliament Buildings.			
July 25, 1918				
Aug. 20, 1918				
Nov. 21, 1918				
May 22, 1918	Quebec, Que..... Government work.	Marine and Fisheries..	Regarding demand for increased wages by labourers in employ of Dept. of Marine and Fisheries.	This matter was referred to the Dept. of Marine and Fisheries for attention
May 28, 1918	Cornwall, Ont..... War work.	Militia and Defence...	Alleged that low wages were being paid on a Government contract.	Investigation showed that the complaint was not well founded.
May 31, 1918	Halifax, N.S..... Naval Hospital and Dock yard.		Alleged that carpenters had not been paid the schedule rate of wages in connection with the reconstruction work.	Investigation showed that the complaint was not well founded.
June 4, 1918	Quebec, Que.....	Militia and Defence...	Regarding demand for increased wages to blacksmiths and tool handlers.	Subsequent correspondence and investigations resulted in increased wages being granted to all employees of the Arsenal.
July 13, 1918	Vancouver, B.C..... Government wharf.	Public Works.....	Regarding demand of carpenters for increased wages.	The contractors refused to grant this demand and the claim was not further pressed
Aug. 6, 1918	Pt. Arthur, Ont..... Fisheries plant.	Public Works.....	Alleged that contractors were requiring men to work ten hours at union rates.	Investigation by a fair wages officer of the Department showed that the men were being paid according to the rate and hours they had agreed upon. This contract, however, was one under Provincial control.
25, 1918	Halifax, N.S..... Wellington Barracks.	Militia and Defence...	Alleged non payment of the current rate of wages to carpenter.	This matter was referred to the Department of Militia and Defence, which advised no discrimination had been shown in the case of this workman, he having been paid on the basis on which he had accepted the work in question.
Nov. 21, 1918	Deseronto, Ont..... Aviation camp.	Militia and Defence (Imperial Munitions Board).	Alleged that carpenter had not received full amount of wages due.	Matter satisfactorily adjusted.
Jan. 16, 1919	Ottawa, Ont..... Public building.	Public Works.....	Alleged that workmen were not receiving a fair wage and that no fair wage schedule or fair wage clause had been posted on this contract.	Arrangements were made through the Department of Public Works that the general clause should be posted in connection with this contract and wages paid accordingly.
Jan. 30, 1919	Kamsack, Sask.....	Railways and Canals.	Alleged non payment of backpay to a work man for work performed in the Bridge and Building Dept. of the C.N.R.	The matter was taken up with the management of the C.N.R. and investigation showed that the claim was justified, and the amount due this workman was paid to him.
Feb. 8, 1919	St. John, N.B..... Courtenay Bay Harbour work.	Public Works.....	Alleged failure on part of contractors to post fair wages schedule, and to pay the rates of wages required therein.	Investigation by the Dept. of Public Works showed that, as the existing fair wages schedule covering this work was some years old and that higher rates than shown therein were being paid, it was not thought necessary to post the schedule. A revised schedule was prepared and posted on the work, and wages paid in accordance therewith.
Feb. 25, 1919	Vancouver, B.C..... Government work.	Public Works.....	Elleged that the current rate of wages was not being paid in connection with the construction of telephone lines in British Columbia.	This matter was brought to the attention of the Dept. of Public Works.
Mar. 17, 1919	Esquimalt, B.C..... Government dockyard.	Naval Service.....	Regarding demand from dockyard officers for new terms of agreement and increased rates of pay for boilermakers and iron ship builders.	The investigation was not completed at the end of the fiscal year.
Mar. 18, 1919	Tranquille Sanatorium, B.C.	Military Hospitals Commission.	Alleged that low rates of wages were being paid for lathing.	Investigation by a fair wages officer of the Department showed that the claim was not well founded.

II. LABOUR GAZETTE.

The *Labour Gazette* has been published monthly in English and French, and, judging by the increasing number of extracts from its pages that have appeared in various publications in this and other countries, it would appear to be receiving wide recognition as an authoritative source of information upon industrial matters. In addition to being the official record of proceedings under the Industrial Disputes Investigation Act, 1907, the *Labour Gazette* endeavours to keep its readers informed upon such matters as industrial disputes and agreements, the labour market, wholesale and retail prices, the more important legal decisions affecting labour, and legislation enacted by the Dominion and Provincial Legislatures bearing upon wages, hours of labour, workmen's compensation, and industrial conditions generally.

In order that such information shall cover the widest possible field, the department maintains correspondents in some sixty industrial centres in the Dominion. In addition to the above, each issue of the *Labour Gazette* contains summaries of important reports, Canadian, British and foreign, also notes and special articles upon matters of interest to those concerned in labour problems.

In Volume XVIII of the *Labour Gazette*, which extends over the calendar year 1918, further efforts have been made towards improvement in presentation of material and in condensation, with a resultant economy in the matter of space.

The number of paid subscriptions to the *Gazette* received during the past fiscal year was 7,519, the total paid circulation on the 31st of March, 1919, being 8,300, an increase of 1,643 over that reported for the fiscal year ended March 31, 1918. All subscriptions were promptly entered, and remittances acknowledged. The customary subscription notices and renewal forms were forwarded from month to month, and mailing lists corrected and revised as occasion required. In addition to maintaining the regular list of subscribers, many sample copies were sent out from the department during the year. In connection with the circulation of the *Labour Gazette* for the twelve months ended March 31, 1919, 3,822 letters were received and acknowledged, 3,138 of which had reference to subscriptions to the *Labour Gazette*, 251 to a change of address on the part of subscribers, and 433 to other matters. For the same period, 8,652 pieces of mail matter were despatched from the circulation branch, representing communications containing notices, accounts, or receipts for subscriptions, and other communications in connection with the circulation of the *Gazette*; 1,400 parcels were also forwarded from the branch.

During the fiscal year 1918-19, the average monthly circulation of the *Labour Gazette* was 13,262 copies, of which 7,439 were on account of paid circulation, and 5,823 to persons on the free and exchange lists. The circulation of the *Gazette* at the close of the fiscal year was as follows: Annual subscriptions, 8,300; free and exchange distribution, 5,871, a grand total of 14,171 copies per month.

The following summary shows, by provinces, the number of paid subscriptions to the *Labour Gazette* at the end of the fiscal year: Nova Scotia, 866; New Brunswick, 706; Prince Edward Island, 131; Quebec, 2,327; Ontario, 2,578; Manitoba, 396; Saskatchewan, 252; Alberta, 433; British Columbia, 448; the British Empire (other than Canada), 50; foreign countries, 113; total, 8,300.

Under the head of copies of the *Labour Gazette* sent as exchanges are included *Labour Gazettes* sent to public departments of the Governments, both Federal and provincial, and to the publishers of trade papers and labour journals, in exchange for their publications. On the free list are included copies sent to members of both Houses

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of Parliament, commercial agents, immigration agents, public libraries, boards of trade, libraries of educational institutions, local newspapers, and the officers of organizations who supply from time to time information requested by the department.

Subscription Rates.—Single copies of the *Labour Gazette* are supplied at the rate of 3 cents each, or 20 cents per dozen. Bound volumes of the *Gazette*, including the issues for the calendar year, are sold at 75 cents per copy. The annual subscription rate is 20 cents, or when more than 12 copies are subscribed for by the same person or institution, 15 cents. The receipts from subscriptions and from the sale of single and bound copies of the *Gazette* during the fiscal year 1918-19 show a net revenue of \$1,467.80.

III. PRICES AND COST OF LIVING BRANCHES.

As in previous years (since 1910) statistics as to the retail and wholesale prices of the more important commodities in the principal trading and industrial centres have been secured, the retail prices of some forty staple foods, of coal, wood, coal oil and rentals for six-roomed houses, in sixty cities at the middle of each month, being published in the *Labour Gazette* with averages for each province, family budgets, index numbers of wholesale prices, accompanied by notes as to market changes and conditions. Statistics as to the price movements in other countries have been available to an increasing extent, and the reviews and analyses of these statistics each month in the *Labour Gazette*, have proved to be of considerable interest.

The statistics of prices in other countries, as well as in Canada, were used considerably by the other departments of the Government, especially in connection with food control. Tables showing the retail prices of 40 foods in sixty cities were forwarded each week to the United States Food Administration, as well as to the Canada Food Board, until after the signing of the armistice. As during 1917, statistics as to prices, in various cities, from time to time, were in demand for use in the adjustment of wages owing to the rapidly increasing cost of living. Numerous statements on this subject were compiled and forwarded to various correspondents.

Officers of the department were called upon to make statistical investigations into the cost of living for the adjustment of wages according to changes in the cost of living, especially in the coal mining districts, in the Alberta-British Columbia field (District 18, United Mine Workers of America) under the Director of Coal Operations, in the Vancouver Island district and in Nova Scotia.

COST OF LIVING BRANCH.

The investigation into matters connected with the cost of living, under Order in Council No. 2777, November 10, 1916, and amending Orders, was continued. The work had been carried on under the direction of Mr. W. F. O'Connor, K.C., one of the law officers of the Justice Department, who had been authorized, in January, 1917, by an Order in Council, to act as Cost of Living Commissioner for the Minister of Labour. In April, 1918, Mr. O'Connor gave up this part of his work and the cost of living investigation was placed under the direction of R. J. McFall, Ph.D., chief of the Internal Trade Statistics Branch in the Dominion Bureau of Statistics, who had been acting as statistician for the Food Controller (and later the Canada Food Board) and the Fuel Controller since the establishment of those offices. Certain sections of the statistical work of the Cost of Living Branch were then amalgamated with similar sections under the Canada Food Board and the Fuel Controller, thus obviating duplication in reports from dealers and manufacturers throughout the country and centralizing control.

In May, 1918, a report on the operations of flour milling companies in Canada was submitted to the Minister of Labour by Miss B. J. McKenna, of the food section. This report covered the operations of the companies producing 500,000 barrels a year or over, including nine companies that produced nearly 75 per cent of the flour in Canada in 1915. It was ascertained that these companies had made large profits owing to their low cost of production and great output, and the increase in export trade. It was stated that as it was necessary to have the price of flour high enough to permit the

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small mills with a high cost of production to operate (in order to keep up the supply) the large profits of the big companies with a low cost of production could be reached only by a business profits war tax.

As in 1917, reports on cold storage stocks and on the cost of bread in the various cities were obtained, and summaries were issued monthly to the press. Special reports on various aspects of the cost of living were forwarded from time to time to the minister. These covered such matters as the trade in gasoline and in matches, prices in restaurants, regulation of profits in the produce trade, prices of sugar, canned salmon, soda biscuits, bread, oranges, and of meat and milk in certain localities where there were complaints. In some cases the evidence was forwarded to the proper authorities for prosecution, if considered advisable. The report on gasoline recommended the fixing of prices and the margins of profit taken by retailers and regulations in this respect were made in October, 1918, by the Fuel Controller, but the end of the war made the continuance of these regulations unnecessary. In October, 1918, and again in December, the Order in Council was amended to secure better results from investigations under the authority of municipalities and to bring rents within the scope of the investigation.

IV. REPORT OF DIRECTOR OF EMPLOYMENT SERVICE.

FIRST REPORT OF THE DIRECTOR OF EMPLOYMENT SERVICE, BEING FOR THE FISCAL YEAR ENDING MARCH 31, 1919.

Mr. Bryce M. Stewart, Director of Employment Service, reports as follows:—

EMPLOYMENT SERVICE OF CANADA.

At the 1918 session, Parliament passed the Employment Offices Co-ordination Act, which authorized the Minister of Labour "to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them; to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters; to compile and distribute information received from employment offices and from other sources, regarding prevailing conditions of employment."

The Act set aside the sum of \$50,000 for the fiscal year 1918-19, \$100,000 for the year 1919-20, and \$150,000 for each succeeding fiscal year, for distribution among the provinces in proportion to their expenditures for the maintenance of employment offices. It was also stated that no province should receive more than fifty per cent of its expenditure. The subventions were made conditional upon an agreement between the Minister of Labour and the Provincial Governments as to the terms, conditions and purposes upon and for which the payments should be made. The Act was assented to in May, 1918, and the Minister of Labour immediately brought the legislation to the attention of the various Provincial Governments and agreements under the Act between the minister and the Provincial Governments were completed in several of the provinces before the end of the year

CONFERENCE OF EMPLOYMENT OFFICIALS.

At a conference of the employment officials of the Labour Department and the Provincial Governments, held in Ottawa in November, plans were laid for the work under the Act; agreement was reached as to the measure of co-ordination necessary to enable the provincial systems of employment offices to function as units in a national employment service, and a standard system of forms and records was decided upon. The fields of work for the Labour Department and the various provincial departments were outlined and general rules to govern the operation of all employment offices under the Act were adopted. The regulations agreed upon were passed as an Order in Council (P.C. 3111), under date of December 17, 1918. The Order in Council makes provision for the establishment of a council, the Employment Service Council of Canada, to advise the Minister of Labour in the administration of the Act, and sets forth the duties of the Department of Labour, the Provincial Governments and the local employment offices, in the administration of the law. The procedure to be followed by employment officials in dealing with questions of wages, employment conditions and industrial disputes is also laid down.

SPECIAL ARRANGEMENT IN MARITIME PROVINCES.

The regular procedure under the Act was modified to some extent in the Maritime Provinces. In those provinces there had been no beginnings in employment work as

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in the other provinces, and in view of this fact and the urgency of the demobilization problem an arrangement was completed with the Provincial Governments concerned by which the Department of Labour will operate the employment offices during the demobilization period, the Provincial Governments co-operating to the extent of supplying premises and equipment. Authority in the matter was given the Minister of Labour by an Order in Council (P.C. 3171), of December 24, 1918.

SUBVENTIONS UNDER THE ACT FOR THE YEARS 1918-19 AND 1919-20.

At a conference between the Dominion and Provincial Governments, held at Ottawa shortly after the signing of the Armistice, there was general agreement that during the period of reconstruction the subventions paid to the Provincial Governments for the purpose of the Employment Offices' Co-ordination Act should be equal to half the amount expended for the maintenance of employment offices by the provinces, the total amount of the subventions not being limited to the sum of \$50,000 for the year 1918-19, or \$100,000 for the year 1919-20, as stated in the statute. This view was accepted and embodied in an Order in Council of March 12, 1919. For the former year an additional vote of \$30,000 was provided, making a total of \$80,000 available for subventions under the Act. For the year 1919-20 a special appropriation of \$150,000 was made in addition to the amount of \$100,000 stated in the Act, making a total of \$250,000 for that year.

CO-OPERATION OF THE SOLDIERS' CIVIL RE-ESTABLISHMENT DEPARTMENT.

Immediately after the signing of the Armistice the problem of the placement of the returned soldiers came to the fore. Conferences with the Department of Soldiers' Civil Re-establishment resulted in the view that a special organization should not be established for the returned soldier, but that the regular employment offices should be utilized and that their routine should be modified wherever necessary to meet the special problems of the returned man. Accordingly, it was arranged that the Information and Service Branch of the Soldiers' Civil Re-establishment Department should have a representative in each local employment office to render special service to soldiers. By this plan, when a soldier calls at the employment office, the Soldiers' Civil Re-establishment representative gives such information as he may require and deals with complaints. If the soldier makes application for employment he is introduced to the employment office officials. If for any reason the soldier applicant proves temporarily or permanently unfit for employment, his case is brought to the attention of the Soldiers' Civil Re-establishment representative in the employment office for action by his department.

A special arrangement for the establishment of employment offices in some of the smaller towns has also been completed with the Information and Service Branch of the Soldiers' Civil Re-establishment Department. In some localities where industrial conditions would not justify the opening of a permanent employment office, such numbers of soldiers have returned as to cause local unemployment problems. By arrangement with the Provincial Governments concerned, the Soldiers' Civil Re-establishment Department has opened temporary employment offices in these places, and appointed officers in charge who also deal with employment for civilian workers. In these cases the Soldiers' Civil Re-establishment Department meets fifty per cent of the salary expense in connection with the office; the remainder of the salaries and all maintenance expenditure is shared between the Provincial Governments and Labour Department in the regular way.

In the Maritime Provinces, where the Provincial Governments have not taken direct part in the employment work, the expenses in connection with these so-called one-man offices are shared equally between the Department of Labour and the Soldiers' Civil Re-establishment Department.

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CLEARANCE METHODS.

The work of clearance is being organized rapidly. Each local office reports daily to the clearing-house of the province (1) positions unfilled and impossible to fill locally, and (2) applicants unplaced and willing to leave the locality. From these reports the clearing house officials endeavour to relate an unsatisfied demand for labour in one part of the province with unemployed workers in another. If the provincial clearing house, after matching demand and supply as closely as possible, finds that there still remains a residuum of unfilled positions and unemployed workers on the books of the employment offices of the province, the situation is reported to the interprovincial clearing house of the Department of Labour, located at Moncton for the Maritime Provinces, at Ottawa for Ontario and Quebec, at Winnipeg for the Prairie Provinces, and at Vancouver for British Columbia. With the reports of the provincial clearing houses of the district in hand, the district clearing house takes up the work of equalizing supply and demand between provinces.

Each of the four district clearing houses of the Department of Labour also receives a weekly report from each employer in the district employing more than ten persons. These weekly reports indicate the number of persons on the payroll on the last day of the week, the number anticipated to be on the payroll on the last day of the next week, as well as additions and reductions in staff by occupations. Data as to changes in staff are forwarded without delay to the employment office nearest the firm in question, so that it may endeavour to supply the labour required, or to place the workers released. A summary of these employers' reports showing the trend of employment in each industry is forwarded to Ottawa headquarters weekly. The Ottawa clearing house is now receiving weekly reports from employers of more than 450,000 persons and in a short time a much larger number will be included. From these reports about 2,500 vacancies are being notified weekly to superintendents in Ontario and Quebec. In view of the arrangement with the Maritime Provinces, mentioned above, there will be no provincial clearing house in those provinces, but the Department of Labour's clearing house will function as a provincial and district clearing house.

SPECIAL TRANSPORTATION RATE.

A special transportation rate for persons being sent to employment at a distance has been granted by the following railways: Canadian National Railways, Canadian Pacific Railway, Grand Trunk Railway, Algoma Central and Hudson Bay Railway, Dominion Atlantic Railway, Michigan Central Railway, Quebec Central Railway, Temiskaming and Northern Ontario Railway, Wabash Railroad, Kettle Valley Railroad and Pacific Great Eastern Railway. Under this transportation arrangement a reduction from the regular fare is granted on all trips of 116 miles or more, a flat fare of \$4 being charged on trips of from 116 to 400 miles, and a one-cent-a-mile rate on all trips of more than 400 miles. Reduced fares are granted to applicants on presentation of a certificate signed by the local superintendent. It is granted, of course, only in cases of bona fide placements through the employment service. The rate presupposes the existence of a well organized system of provincial and interprovincial clearance to insure that persons will not be despatched long distances to employment when suitable employment is available near at hand.

EMPLOYMENT OFFICES ESTABLISHED.

For the most part the opening of new employment offices by the provinces did not begin until after the Armistice, as the negotiations in connection with the agreement under the Act occupied several months. When the Act was passed there were not more than twelve provincial employment offices in the Dominion, nine in Ontario and three

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in Quebec. At the end of the fiscal year the number had been increased to 66, distributed among the provinces as follows: Nova Scotia, 4; New Brunswick, 4; Prince Edward Island, 1; Quebec, 5; Ontario, 32; Manitoba, 2; Saskatchewan, 8; Alberta, 5; British Columbia, 5. (For list of offices as at August 1, 1919, see Appendix, p. 54). The offices in the Maritime Provinces were established by the Department of Labour under the arrangement indicated above towards the end of the fiscal year.

The number of placements made during the year by all the offices in operation was 52,341, approximately. Exact figures of placements are not available for Ontario, but in that province 54,889 persons were referred to positions. Subsequent experience indicates that about 75 per cent of the persons referred to positions in Ontario are placed in employment and on this basis placements for that province in the year 1918-19 numbered 41,167. The placements by provinces were as follows: Quebec, 4,667; Ontario, 41,167; Saskatchewan, 1,739; Alberta, 2,012; British Columbia, 2,170.

EXPENDITURES.

The total expenditure on employment offices by the Department of Labour during the year was \$88,311.31, of which \$53,615.99 was paid to the provinces in subventions, and \$24,602.30 was incurred directly by the department for administration purposes at Ottawa, for the establishment and operation of the employment offices in the Maritime Provinces and the interprovincial clearing houses at Moncton, Ottawa and Winnipeg.

The maintenance expenditures of the provinces under the Act totalled \$107,231.98, on which a subvention of fifty per cent, or \$53,615.99, was paid. The following is a statement of the provincial expenditures:—

Province of Quebec—

Salaries.. . . .	\$12,041 16	
Expenses.. . . .	1,891 22	
Rental.. . . .	1,685 80	
Office supplies.. . . .	1,181 78	
Telephone and telegrams.. . . .	158 54	
		\$16,958 50

Province of Ontario—

Salaries.. . . .	\$45,125 62	
Expenses.. . . .	5,264 66	
Rental.. . . .	8,833 00	
Office supplies.. . . .	1,369 12	
Telephone and telegrams.. . . .	2,950 20	
Printing and stationery.. . . .	2,814 88	
		\$66,357 48

Province of Manitoba—

Salaries.. . . .	\$3,641 66	
Expenses.. . . .	98 52	
Rental.. . . .	135 00	
Office supplies.. . . .	1,352 88	
Telephone and telegrams.. . . .	50 76	
		\$ 5,278 76

Province of Saskatchewan—

Salaries.. . . .	\$4,211 40	
Expenses.. . . .	267 54	
Rental.. . . .	507 50	
Office supplies.. . . .	87 64	
Telephone and telegrams.. . . .	297 18	
		\$ 5,471 26

Province of Alberta—

Salaries.. . . .	\$4,447 90	
Expenses.. . . .	565 40	
Rental.. . . .	670 00	
Office supplies.. . . .	1,026 96	
Telephone and telegrams.. . . .	289 64	
		\$ 7,000 00

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Province of British Columbia—

Salaries..	\$3,744 52	
Expenses..	71 36	
Rental..	854 06	
Office supplies..	1,379 98	
Telephone and telegrams..	116 06	
	<hr/>	\$ 6,165 98

The expenses incurred by the Department of Labour in the establishment and maintenance of the employment offices and the clearing house in the Maritime Provinces amounted to \$10,093.02. A statement of this expenditure follows:—

Prince Edward Island—

Salaries..	\$ 88 91	
Expenses..	99 21	
Printing and stationery..	632 76	
	<hr/>	\$ 820 88

Nova Scotia—

Salaries..	\$ 978 79	
Expenses..	613 13	
Printing and stationery..	3,168 29	
	<hr/>	\$4,760 21

New Brunswick—

Salaries..	\$1,327 72	
Expenses..	608 00	
Printing and stationery..	2,576 21	
	<hr/>	\$4,511 93

A total of \$24,602.30 was expended by the Department of Labour for administration purposes at Ottawa (including the Ottawa clearing house) and on the Winnipeg clearing house. A statement follows:—

Administration—Ottawa (including clearing house)—

Salaries..	\$10,847 98	
Expenses..	3,624 77	
Printing and stationery..	9,431 15	
Telephone and telegrams..	11 66	
	<hr/>	\$23,915 56

Winnipeg Clearing House—

Salaries..	\$ 198 20	
Expenses..	445 15	
Printing and stationery..	43 39	
	<hr/>	686 74

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APPENDIX TO REPORT OF DIRECTOR OF EMPLOYMENT SERVICE.

LIST OF LOCAL OFFICES AND CLEARING HOUSES.

Province.	City.	Street Address.
Prince Edward Island.....	Charlottetown.....	Market Building, Queen street.
Nova Scotia.....	Amherst.....	Commercial Building.
	Halifax.....	167 Granville street.
	New Glasgow.....	Maritime Block.
	Sydney.....	Dillon Block, Charlotte street.
	Sydney Mines.....	Christie Block, Commercial street.
	Yarmouth.....	Eakins Block.
New Brunswick.....	Bathurst.....	Court House.
	Campbellton.....	Town Hall.
	Fredericton.....	68 York street.
	Moncton.....	268 St. George street.
	Newcastle.....	Town Hall.
	St. John.....	49 Canterbury street.
Quebec.....	Hull.....	145 Principal street.
	Lachine.....	180 Notre Dame street.
	Montreal.....	8 St. James street.
	Montreal.....	186 Windsor street.
	Quebec.....	83 Dupont street.
	Sherbrooke.....	18 King street.
	Three Rivers.....	23a Des Forges street.
Ontario.....	Belleville.....	253 Front street.
	Brantford.....	136 Dalhousie street.
	Brockville.....	137 King street W.
	Chatham.....	189 King street W.
	Cobalt.....	Wallace Block.
	Fort William.....	300 Victoria avenue.
	Galt.....	Union Bank Building.
	Guelph.....	170 Upper Wyndham street.
	Hamilton.....	87 James street N.
	Kingston.....	22 Market street.
	Kitchener.....	194 King street W.
	Lindsay.....	20 William street N.
	London.....	108 Dundas street.
	Niagara Falls.....	Cor. Park street and Clinton avenue.
	North Bay.....	60 Main street E.
	Orillia.....	17 Peter street.
	Oshawa.....	Room 3, Felt Block.
	Ottawa.....	139 Queenstreet.
	Owen Sound.....	261 Ninth street E.
	Pembroke.....	Dixon Block.
	Perth.....	
	Peterboro.....	190 Charlotte street.
	Port Arthur.....	193 Park street.
	St. Catharines.....	200 St. Paul street.
	St. Thomas.....	580 Talbot street.
	Sarnia.....	120 Front street.
	Sault Ste. Marie.....	349 Queen street.
	Stratford.....	Windsor Hotel Block.
	Sudbury.....	Station street.
	Timmins.....	86 Pine street.
	Toronto.....	45 King street W.
	Toronto.....	172 Front street W. (unskilled).
	Toronto.....	1252 Bloor street W.
	Welland.....	15 Division street.
	Windsor.....	61 Sandwich street E.
Manitoba.....	Brandon.....	142 Tenth street.
	Dauphin.....	G.W.V.A. Building.
	Deloraine.....	Flynn Block, Main street.
	Portage la Prairie.....	Municipal Building.
	Winnipeg.....	177 Henry avenue (unskilled).
	Winnipeg.....	220 Bannatyne avenue.
	Winnipeg.....	439 Main street (farm labour).
Saskatchewan.....	Winnipeg.....	189 Pacific avenue.
	Estevan.....	McCready & Holden Block.
	North Battleford.....	Board of Trade Building.
	Moosejaw.....	18 High street W.
	Prince Albert.....	Masonic Building.
	Regina.....	1641 Broad street.
	Saskatoon.....	Connaught Building.
	Swift Current.....	115 Railway street.
	Weyburn.....	City Hall.
	Yorkton.....	First avenue.

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LIST OF LOCAL OFFICES AND CLEARING HOUSES—*Concluded.*

Province.	City.	Street Address.
Alberta.....	Calgary.....	142 Seventh avenue E.
	Edmonton.....	10220 One Hundred and First street.
	Lethbridge.....	Hull Block, Third avenue.
	Medicine Hat.....	Quebec Bank Building.
	Red Deer.....	17 Ross street W.
British Columbia.....	Cranbrook.	
	Fernie.	
	Kamloops.	
	Nanaimo.	
	Nelson.	
	New Westminster.....	Old Court House.
	Prince Rupert.	
	Vancouver.....	Hotel Europe Bldg.
	Vancouver.....	Cor. Homer and Dunsmuir streets.
Provincial Clearing Houses—	Vernon.	
	Victoria.....	Cor. Broughton and Langley streets.
	Montreal, P.Q.....	10 St. James street.
	Toronto, Ont.....	15 Queen's Park.
	Winnipeg, Man.....	439 Main street.
	Regina, Sask.....	1641 Broad street.
	Calgary, Alta.....	144 Seventh avenue E.
Inter-Provincial Clearing Houses (Department of Labour)—	Vancouver, B.C.....	Dunsmuir and Homer streets.
	*Maritime Clearing House.....	792 Main street, Moncton, N.B.
	Eastern Clearing House.....	Department of Labour, Ottawa, Ont.
	Western Clearing House.....	311 Tribune Building, Winnipeg, Man.
	Pacific Clearing House.....	630 Birks Building, Vancouver, B.C.

*Functions as Provincial Clearing House for New Brunswick and Nova Scotia and combined with Inter-Provincial Clearing House for the three Maritime Provinces.

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V. WORK OF THE DIRECTOR OF COAL OPERATIONS.

Mr. W. H. Armstrong, Director of Coal Operations in District 18, United Mine Workers of America, comprising the coal mining areas of Alberta and the south-eastern part of British Columbia, reports as follows:—

Honourable G. D. ROBERTSON,
Minister of Labour.

DEAR SIR,—For the information of the department, I beg to submit herewith a report upon the work performed by the office of the Director of Coal Operations from its inception to March 31, 1919, in District 18.

During the months of April, May and June, 1917, a serious condition had been created in the coal mining area of southeastern British Columbia and southwestern Alberta, known as District 18, by reason of a strike which for several weeks had prevented the operation of the coal mines. Mr. R. F. Green, M.P., who was sent to that district by the Federal Government to investigate the possibility of a settlement, reported that immediate action by the Government was necessary to insure resumption of operations. The Government therefore decided to appoint by Order in Council a Director of Coal Operations, who would have authority within said district to supervise and direct the operations of mines, including the rate of wages and general conditions of labour. Authority was also given to fix prices of coal so as to reimburse the coal operators for any increase in the cost of production. At the request of the Right Honourable the Prime Minister, Mr. W. H. Armstrong, of Vancouver, accepted the position of Director of Coal Operations and assumed his duties upon the 22nd of June, 1917.

Immediately upon the arrival of the Director of Coal Operations at Calgary (June 25, 1917), a conference was held with the Policy Committee of the United Mine Workers with a view to the resumption of work in the coal fields of District 18. After a prolonged discussion, the officers of the United Mine Workers of America agreed to recommend resumption of work upon the following conditions:—

“That the conditions and rates set out in the tentative agreement arranged between District 18 of the United Mine Workers of America and the Western Coal Operators' Association in or about March, 1917, shall apply with the following additions and amendments:—

(a) That a seven and one-half per cent ($7\frac{1}{2}$ per cent) increase upon all wages scheduled to said tentative agreement.

(b) That the clause entitled “Stoppage of Work” and the words within brackets in the “Form of Order” set out in clause entitled “Deductions” shall be eliminated.

(c) That these conditions and rates shall be effective from April 1, 1917, to April 1, 1919, save that the rates shall apply to date only to employees who have continued at work since April 1, 1917, under clause entitled “Employees to Care for Mine,” and to rescue labour at No. 3 Mine, Coal Creek.

(d) That a commission shall be appointed consisting of a man chosen by the operators, a man chosen by the miners, and one appointed by the Government, who shall, four months from April 1, 1917, and every succeeding four months thereafter, if asked by either the operators or the miners, inquire into

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the cost of living as to the increase or decrease thereof, and adjust the wage scale as may be found necessary by such increase or decrease, but so that the scale of wages hereby fixed shall be a minimum basis throughout the said period.

(e) That the clause entitled "Settlement of Local and General Disputes" shall be amended so that the Director of Coal Operations shall act as or appoint the independent chairman mentioned therein.

(f) That any other matters of difference existing now are to be agreed upon by the men and the operators after resumption of work, and in the event of non-agreement shall be decided by the Director of Coal Operations."

The foregoing proposal was submitted by a referendum vote to the rank and file of the miners in District 18, who confirmed the same by an overwhelming majority. The Western Coal Operators' Association also approved of the arrangement, and work was resumed on July 2, 1917.

From the period of July 1, 1917, to March 31, 1919, three hundred and ninety-five disputes were considered and adjusted by the office of the Director of Coal Operations. About fifty-five per cent of these disputes were decided in favour of the men; twenty per cent in favour of the coal operators, and the balance represented a compromise. Many of the matters submitted for adjustment were of a contentious nature, and on several occasions it was found necessary to have reports made by experts connected with the mining industry.

On the 2nd of February, 1918, a strike took place at the mine of the Rosedale Coal & Clay Products Company Limited, at Rosedale, Alberta, which was caused by a demand of the employees for recognition of the union. Two days later the men ceased work at sixteen other mines in the Drumheller area in sympathy with those at Rosedale. At the time the cessation of work occurred the mines at Rosedale were not under the jurisdiction of the Director of Coal Operations, but an Order in Council was passed on the 20th of February extending the control over all coal mines in the provinces of Alberta and British Columbia eastward from the summit of the Rocky Mountains. As a consequence the Rosedale Mine was brought under the authority of this office and an order was issued requesting them to recognize the union. In this instance the district officers of the United Mine Workers of America declined to recognize a sympathetic strike and insisted that the men should resume work, which they did on the 26th of February, at all mines in the area affected.

As a result of a coal shortage throughout Canada during the winter of 1917-1918, a conference was held at Calgary on the 11th of February, 1918, at which were present representatives of the miners and operators of District 18. The meeting was addressed by Mr. Grant Hall, general manager of the Canadian Pacific Railway, and Sir Augustus Nanton, both of whom represented the Canadian Railway Association for National Defence. Mr. Hall asked for the co-operation of the miners and the operators for increased coal production over that of the previous year, for consumption entirely in the west, of about two million five hundred tons. This production, Mr. Hall stated, was for railway and domestic consumption. Both the miners and operators assured the conference of their support and the former stated that if the men were assured of continuous work that there would be no doubt of a large increase in production.

CONFERENCE AT OTTAWA.

At the suggestion of the Director of Coal Operations and as a sequence to the meeting at Calgary, a conference was arranged to take place at Ottawa on the 17th of April, which was presided over by the Honourable Sir George E. Foster, Minister of Trade and Commerce. The object of the conference was to discuss ways and means of increasing the coal production and bringing about a more friendly relation between operators and miners of the coal industry. Meetings were held on the 17th and 18th

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of April. There were present Honourable T. W. Crothers, Minister of Labour; Honourable Senator Robertson; Mr. James B. Neal, assistant to the United States Fuel Administrator; C. A. Magrath, Fuel Controller for Canada; the various provincial fuel administrators of Canada; members of the Canadian Railway Association for National Defence, and representatives of the miners and operators from different mine areas of Canada.

The conference was opened with an address by Sir Robert Borden, Prime Minister. He referred to the serious war situation and appealed to both operators and miners to compose any differences that might from time to time arise without interrupting operations. He pointed out that those at home had no less serious responsibilities in this war than the men overseas, and that the very life of the country depended on an adequate fuel supply. After the Prime Minister's address Sir George E. Foster spoke briefly on the subject of increased coal output and was followed by the Minister of Labour, Senator Robertson and Mr. Magrath. The meetings occupied two days and at the final sitting of the conference the following reports were presented as a result of the deliberations:—

Report No. 1.

“ The representatives of the operating coal mining companies in Nova Scotia and New Brunswick, following the conference of this morning called by the Minister of Labour, have carefully considered the fuel situation as it was outlined by the Premier, Sir Robert Borden, and by the Minister of Trade and Commerce, Sir George E. Foster.

“ The operators would respectfully refer the Government to the memorandum they prepared in Ottawa on April 2nd, last year. At that time the operators stated that in order to increase the production of coal two things were pre-eminently necessary, namely:

- (a) An increase in the labour supply.
- (b) An increase in the means of rail transportation.

“ With regard to rail transportation, the operators are glad to be able to state that, while some improvement is still possible, the transportation facilities have become more adequate, and if they are maintained as they have been during the past four months this matter will not constitute a serious hindrance to the production of coal.

“ The chief restriction on production arises from a scarcity of labour, more particularly of skilled miners, and this restriction is much more marked than it was at this time last year.

“ The operators met in Halifax on July 14th last, at the request of the Fuel Controller, and submitted at that time an estimate of the probable output of Nova Scotia for 1917, which it was thought would reach 5,950,000 tons. The production actually attained was 5,660,000 tons.

“ The increasing scarcity of labour was chiefly responsible for the failure of the coal outputs to reach the higher figure estimated in July, but an unforeseen contributory cause was the explosion which occurred on the 25th of July at the No. 12 Mine of the Dominion Coal Company by which 65 men were killed. Another explosion unfortunately occurred at the Allan Shaft Mine of the Acadia Coal Company in January of this year by which 98 men lost their lives, making a total of 153 deaths from the two explosions.

“ Scarcity of labour is the main factor in the reduction of output—except as modified by some local and temporary conditions—and the only conditions that call for consideration are those which will tend to increase or decrease the labour supply. As stated in the memorandum of last April, and as repeated in the memorandum of last July, the operators do not know of any source in Canada from which new men can be obtained, and any consideration of the possibility of increased output arising from the provision of additional labour is, therefore, out of the question so far as the operators are concerned.

“ The only remaining consideration, therefore, affecting the labour supply is that of the possibility of increased efficiency. The operators believe that if the workmen now employed at the collieries would consent to work six full shifts every week, an appreciable increase in production is possible. In making this statement the operators do not desire to infer that the miners are not working as efficiently or as steadily as has been customary, but they believe greater exertions than usual are asked of all British citizens in the present emergency. They make the suggestion to the Government that

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Mr. J. C. Watters should be asked to visit the mining centres of Nova Scotia and to appeal to the workmen for the greatest possible production because of the pressing national necessity which exists.

"It is estimated that the coal production of Nova Scotia during 1918 will be 5,430,000 tons, or 230,000 tons less than the production of 1917. It is believed that if absolutely full time were worked by the miners the production during 1918 could be increased to 5,800,000 tons. If a full supply of labour were available the operators believe the rate of production existing before the war could be resumed with due allowance for the time it would take to reinstate the normal working force.

"The operators would point out that the estimated output for 1918 is based on the maintenance of at least the existing labour force, but they must state further that if, under the Amendments to the Military Service Act, all unmarried men between the ages of 19 and 23 are called for service, a drop in production of coal must result corresponding to the number of men that are withdrawn from the mines for military service.

"It has been suggested that additional output might be obtained by the opening of new mines, but the operators have not considered this as a possibility because recent experience has shown that the effect of new openings is invariably to take men from the older operating mines and, by causing them to work under less efficient conditions, has reduced the aggregate output of coal. Under present conditions of labour shortage, the greatest efficiency is obtainable by concentration of forces in the existing mines which are adequately equipped."

Report No. 2.

"Ottawa, Ont., April 18, 1918.

"The Honourable,
Sir George Foster,
Minister of Trade and Commerce,
Ottawa.

"SIR,—In respect to the features of coal production and distribution brought out at the present conference in Ottawa and from the statements made on behalf of the Fuel Controller of the United States, the transportation companies of Western Canada desire to outline what can be expected of them to reasonably perform in the distribution of the coal throughout the Prairie Provinces during the next year.

"Owing to the expectation of a very large increase in field production this year, and the requirements for overseas movement of foodstuffs and war material, to the fullest extent of the resources of the railways throughout the autumn, winter and spring months at least, and which movement, it will be appreciated, must have strict preference, there will not be available any box cars suitable for grain in the coal movement after September 30th and any winter movement will be largely confined to open cars, the equipment in that direction being comparatively limited.

"Therefore, as the provinces of Manitoba (west of Winnipeg), Saskatchewan, and Alberta will apparently have to depend almost exclusively on native coal for fuel during the coming winter, on behalf of the western railways I desire to submit that the estimated requirements can be provided and transported only subject to ordinary hazard as follows:—

1. Provided that the coal mines immediately start shipping and continue to do so uniformly until September 30th; the railways are prepared to haul to the different points within the above mentioned territory, fifty (50) per cent or more of the actual amount required.

2. Under similar conditions as provided above during the summer months, they will be prepared to handle the balance of coal required after October 1st and throughout the winter.

"On behalf of the western railways, I must again emphasize the absolute necessity of getting the 50 per cent at least out before September 30th and the start to be made *at once* and not at a later period in the summer.

"In conclusion I would say on behalf of the western railways that you may expect us to do everything in our power to meet the desired end.

Respectfully submitted, on behalf of the western railways,

(Signed) W. P. HINTON."

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Report No. 3.

" Ottawa, Ont., April 18, 1918.

" The Western Coal Operators, which include those of Eastern British Columbia and the Province of Alberta, can increase their output of coal as follows:—

BITUMINOUS COAL.

Mountain Park and Jasper Park.. . . .	120,000 tons.
Brazian Field.. . . .	100,000 "
Canmore.. . . .	60,000 "
Blairmore and Coleman District.. . . .	600,000 "
Fernie, Michel and Corbin.. . . .	400,000 "
	<hr/>
	1,280,000 tons.

of which increase about 900,000 tons of the above will be available for the use of the railroads, and the balance for other purposes.

LIGNITE COAL.

Lethbridge.. . . .	125,000 tons.
Drumheller.. . . .	500,000 "
Edmonton.. . . .	600,000 "

a total increase of both kinds of coal of 2,505,000 tons.

" These increases represent the amount of coal that could have been mined during the time the mines were idle last year due to strikes and want of railroad transportation, and are based upon:—

1. The men working steadily the whole year.
2. The ability of the railroads to furnish transportation.
3. The same amount of labour that was available last year.

" Last year the mines lost from two to four months by strikes, the operators on the C.P.R. and G.T.P. lost no time from shortage of railroad cars, the operators on the C.N.R. lost considerable time for want of them.

" We do not expect any increase in the available labour supply; in fact if under the Military Service Act further men are taken from the mines, the output will be correspondingly decreased.

" The operators in making the above statement can make delivery on the assurances from the labour men that they will work steadily during the year, from the railroad companies that they will transport the coal, and that the market is found to take the coal.

" In order that this coal can be furnished it is very necessary that dealers and the public take a large portion of their supply during the summer months, when the railroads are in a position to handle it, and we are of the opinion that the Government should take steps at once to bring before the public the necessity of their so doing.

" We wish to call your attention to the fact that the mines producing domestic coal are only producing 25 per cent of their output due to want of orders.

" We assure you that the coal is available. The miners' representatives have assured you that they will work steadily to produce the coal, and the railways have assured you that they can transport the coal if a large portion of it can be hauled during the summer months, therefore the responsibility of their fuel supply for next winter rests entirely with the consumer, and we would strongly urge upon the Government to impress upon the people the vital necessity of at once placing their orders, especially in view of the statement of the representative of the Fuel Administrator of the United States that the supply of coal from the United States will be greatly restricted this year."

The conference was addressed by Mr. Tom Biggs, president of District 18, United Mine Workers of America, who gave assurances of the co-operation of the employees in the endeavour to increase the coal production and asked that the operators should use every endeavour to see that the miners had continuous work during the year.

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As a result of the foregoing conference a request was received from the miners of District 18 for the appointment of an expert miner to advise the Director of Coal Operations regarding disputes of a technical nature. The request was received favourably, and accordingly the office availed itself of the services of Mr. J. O. Jones, former vice-president of the United Mine Workers of America for District 18, to report upon disputes from the standpoint of a practical coal miner, and appointed Mr. J. W. McIntosh, of the Department of Interior, to make reports from the position of the coal operator. The services of these gentlemen assisted materially in adjusting disputes of a contentious nature and their appointment met with the approval of both the men and the operators.

QUESTION OF SINGLE SHIFT.

During the month of July the miners employed at the collieries of the Crow's Nest Pass Coal Company at Fernie and Michel made a demand that all mines belonging to that company should be operated upon a single shift basis. It was claimed on behalf of the men that owing to the gaseous condition of the mines the working of two or more shifts in twenty-four hours made them more dangerous than if they were operated upon a single shift. The company declined to accede to the miners' request and suggested that the matter be referred to the Director of Coal Operations for settlement. The men refused this proposal and ceased work on September 4.

As the question involved the safety of the mines the Director of Coal Operations took the position that the matter should be dealt with by the Department of Mines for the province of British Columbia. A communication was therefore sent to the Honourable Wm. Sloan, Minister of Mines for that province, with a request that he arrange a conference to consider the question. A meeting was arranged for the 18th of September in Vancouver, at which were present Honourable Mr. Sloan, W. H. Armstrong, Director of Coal Operations, and President Biggs and a committee of miners of District 18. Mr. Sloan made the following proposal:—

“ Re Single Shift—Coal Creek and Michel.

“ In the interest of the industry and for the purpose of arriving at a quick decision so as to enable the much needed output of coal to be maintained, I make the following proposals to the miners now idle and also to the company involved:

1. The immediate appointment, under authority contained in Section 73 of the Coal Mines Regulation Act, of a commission composed of three members; one chosen by the miners, one by the operators and the third to be appointed by the Lieutenant-Governor in Council on the recommendation of the Minister of Mines. This commission will immediately proceed to take evidence on the questions involved in so far as they affect any or all mines in Coal Creek and Michel and shall be prepared to report within thirty days of their appointment to the Lieutenant-Governor in Council whether, in their opinion, the single shift system would be advisable in any or all the mines in said area. The recommendations of this commission, if any, to be binding on both operators and men until the conclusion of the war.

2. If the above proposal is satisfactory I will be prepared as Minister of Mines to introduce at the next session of the legislature an amendment to the Coal Mines Regulation Act calling for one shift in every 24 hours for the production of coal throughout the province of British Columbia, except in case or in cases of national emergency. This amendment to become effective within one year after the conclusion of the war.

(Signed) WM. SLOAN,
Minister of Mines.

Dated 18th day of September, 1918,
Vancouver, B.C.”

The foregoing proposal was submitted to the employees of the Crow's Nest Pass Coal Company, who refused to accept it.

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The district officers of the United Mine Workers of America then submitted a counter proposal, as follows:—

“ DISTRICT 18.

United Mine Workers of America
Office of Secretary-Treasurer,

Calgary, Alta., September 24, 1918.

“ The Honourable Wm. Sloan,
Minister of Mines, B.C.
Calgary, Alta.

“ DEAR SIR,—The following is the proposal we wish to submit on behalf of the miners of Fernie and Michel, B.C.:

1. The men agree to return to work immediately if the Crow's Nest Pass Coal Co., through their management, will place all miners on the single shift that is possible on the day work is resumed.

2. In the event all miners can not be placed on the single shift the day work is resumed, those men and the working places involved, agree to work on the old system for a period not exceeding thirty days to place all miners on the single shift.

“ If the foregoing be accepted by the management, the committee are prepared to recommend the acceptance of same by the men.

“ We are respectfully,

(Signed) TOM. BIGGS, President,
ED. BROWNE, Secretary.”

The suggestion of the district officers was declined by the company, and the former then requested the Director of Coal Operations to make a decision, at the same time making the following proposal:—

“ Office of District 18, U.M.W. of A.

Calgary, Alta., September 25, 1918.

“ W. H. Armstrong, Esq.,
Director of Coal Operations,
121 8th Ave., West, Calgary, Alta.

“ DEAR SIR,—Believing our request for single shift to be a just one as a final suggestion we submit the following:

1. That providing our men are placed on single shift, as a trial for sixty (60) days, we are prepared to prove that the normal output of coal, in tons per man employed, will be fully maintained and increased.

2. That if the trial proves a failure in upkeep of production the men will revert back to the old system of double shift.

3. The foregoing is submitted on the understanding that the management give the same assistance in production as under former system.

“ We beg to remain,

Yours truly,

(Signed) TOM. BIGGS, President,
ED. BROWNE, Secretary.”

This proposal was declined by the company and after due consideration the Director of Coal Operations issued the following order:—

“ ORDER No. 86.

“ A request has been received from the miners employed at the mines of the Crow's Nest Pass Coal Company, Ltd., at Coal Creek and Michel, for the adoption of a single shift in all the mines instead of a double shift as at present. This request is based upon what is alleged by the men as “ the dangerous conditions of the mines ” due to working double shift.

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"The question of the safety of the above mentioned mines is one that comes under the regulations of the Coal Mines Regulation Act of British Columbia and therefore comes within the jurisdiction of the Department of Mines of the province and not under the jurisdiction of the Director of Coal Operations.

"The issue as to whether or not the operations of those mines would be more dangerous on a double shift than on a single shift is one upon which the representatives of the men and the company disagree.

"However, in view of the difference of opinion which has developed I hereby instruct the Crow's Nest Pass Coal Company, Ltd., to install a single shift system at their mines, and will request the Minister of Mines of British Columbia to appoint a Royal Commission to report without delay when the matter under dispute will again be reviewed.

"It is further understood that the single shift system does not apply to development places nor to necessary repairs in the mines.

"By virtue of the authority vested in me by order of the Committee of the Privy Council, passed under the provisions of the War Measures Act of Canada, 1914, I hereby direct that the foregoing conditions shall be in force and effect at the mines of the Crow's Nest Pass Coal Company, Ltd., until further notice.

(Signed) W. H. ARMSTRONG,

Director of Coal Operations.

Calgary, Alta., September 27, 1918."

Owing to the refusal of the men to name a representative, the Royal Commission mentioned has not, at date of writing, been appointed, but it is expected that one will be appointed shortly.

SELLING PRICES ADJUSTMENT.

During the months of July and August, 1918, an audit of the coal mines in District 18 was conducted by Mr. David S. Kerr, auditor for the Fuel Controller for Canada. This work was efficiently performed, and as a result the selling prices of coal were adjusted so as to allow only a fair margin of profit to the coal operators.

The following are the maximum selling prices of coal f.o.b. the mines in the different areas of District 18, as of date of March 31, 1919:—

Lignite Coal—	Lump Coal.	Smaller Sizes.
Lethbridge district.. . . .	\$5 53	\$2 88
Drumheller district.. . . .	4 84	3 94
Edmonton district.. . . .	4 91	2 81 to \$3 99
Anthracite Coal—	Egg.	Smaller Sizes.
Bankhead.. . . .	\$7 38	\$5 03 to \$6 03
Bituminous Coals—	Screened.	Other Sizes.
Fernie and Michel.. . . .	\$5 76	\$4 16 to \$5 51
Corbin.. . . .	4 68	3 23 to 3 58
Crow's Nest Pass district.. . . .	5 78	4 13 to 3 58
Canmore.. . . .	6 16	4 06 to 5 03
Brazeau.. . . .	....	4 33 run of mine.
West of Edmonton.. . . .	5 43	4 01 to \$4 98

COST OF LIVING COMMISSION.

As provided for in the agreement, a cost of living commission held sittings every four months from the 1st of April, 1917, and wages were adjusted upon the basis of its findings. The commission consisted of Mr. Frank Wheatley, of Bankhead, representing the United Mine Workers; Mr. W. F. McNeill, commissioner of the Western Coal Operators' Association at Calgary, representing the employers; and Mr. F. E. Harrison, of the Department of Labour, Calgary, as chairman.

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The following statement shows the results of the findings of the commission from the 1st of July, 1917, to December 1, 1918:—

August 1, 1917, an advance in all wages of..	20c. per day.
December 1, 1917 " " 	14c. "
April 1, 1918 " " 	20c. "
August 1, 1918 " " 	25c. "
December 1, 1918 " " 	13c. "

making a total advance of 92 cents per day to all men employed in and around the mines. These increases cover a period from the 1st of July, 1917, to December 1, 1918.

The following table will show the rates of wages, including advances received by day wage men employed, at the mines in District 18 during the above mentioned period:—

(The report contains several tables of wage rates for District 18 and other districts, also a list of pithead strikes. Information on these points having been made public on various occasions, that portion of the report is not, therefore, here printed.)

EXPIRATION OF AGREEMENT.

The present agreement affecting wages and working conditions in District 18 expires upon the 31st of March, 1919, and on the 15th of February the following letter was received from the officials of District 18:—

“ DISTRICT 18.

United Mine Workers of America,
Office of Secretary-Treasurer.

Calgary, Alta., February 15, 1919.

“ W. H. Armstrong, Esq.,
Director of Coal Operations,
121 8th Ave., West, Calgary, Alta.

“ DEAR SIR,—According to the tentative agreement under which District 18 is at present working (same expires 31st day of March, 1919), a clause provides “that the parties hereto will meet in conference thirty (30) days prior to the expiration of this agreement to discuss a renewal thereof.”

“ These lines are in the form of a request from District 18, that arrangements be made to meet, with a view of making an agreement to govern the future working conditions and rates, covering the men of District 18 and the members of the Western Coal Operators' Association and other operators in the jurisdiction of said district.

“ Trusting this application will receive your earnest consideration and immediate attention, we beg to remain,

Yours sincerely,

(Signed) TOM. BIGGS, President,
EDW. BROWNE, Secretary.”

On the 27th of February the following letter was also received from the officers of District 18:—

“ DISTRICT 18.

United Mine Workers of America,
Office of Secretary-Treasurer.

Calgary, Alta., February 27, 1919.

“ W. H. Armstrong, Esq.,
Director of Coal Operations,
Calgary, Alta.

“ DEAR SIR,—Owing to the International Executive having called a convention for the purpose of outlining a policy to govern its membership during the period of reconstruction, and as we are not in a position to meet the Western Coal Operators' Association

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for the purposes of making a wage scale agreement until we are informed of the policy which will be outlined at that convention which will meet on March 18th at Indianapolis, we would ask for an extension of our present agreement until the conclusion of peace, along the following lines:

First—That there shall be no change in the present wages or working conditions, (wages to include the H. C. L. awards).

Second—That the continuation of the present agreement until the declaration of peace should in no way prejudice this district in asking for an increase of the wage rates.

Third—That the present commission for the settlement of disputes shall continue in force at least until an agreement is reached.

Fourth—The negotiations for a new agreement shall be entered into within thirty days after the declaration of peace.

“Hoping the foregoing will receive your earnest consideration, we remain,

Yours sincerely,

(Signed) TOM. BIGGS, President,
EDW. BROWNE, Secretary.”

On the 28th of February the Director of Coal Operations presided at a conference held in Calgary, at which were present representatives of the Western Coal Operators' Association and the United Mine Workers of America. There were present on behalf of the operators: W. R. Wilson, L. Stockett, John Shanks, M. Morrow, W. Henderson, G. Kellock and Lovett. The men were represented by President Biggs, Vice-president Christophers, Secretary Browne and Messrs. Irvine, Livett and Rees, the latter three representing the international of the United Mine Workers of America. A letter was read under date of February 27 from the president and secretary of District 18, requesting the extension of the present agreement until the signing of peace. After a prolonged discussion it was mutually agreed that said agreement would be extended (upon the lines outlined in the letter from the officials of the union) during the negotiations for a new agreement, which would be commenced as soon as possible after the convention of the United Mine Workers of America at Indianapolis. It was further mutually agreed that a request would be made for a continuance of a commission, similar to the one now in existence, in order to adjust disputes arising out of the new agreement. Both the representatives of the men and those of the operators expressed themselves as desirous of having the Director of Coal Operations present during the negotiations for a new contract.

On the 1st of March the following letter was received from the secretary of the Western Coal Operators' Association:—

“The Western Coal Operators' Association,
Office of Commissioner,
1015 Herald Building.

Calgary, Alta., March 1, 1919.

“W. H. Armstrong, Esq.,
Director of Coal Operations,
Calgary, Alta.

“DEAR SIR,—Replying to the letter from the President and Secretary of District No. 18, U. M. W. of A., addressed to yourself, dated February 27, 1919, and to the discussion of its contents between a committee of the Western Coal Operators' Association and a committee of District No. 18, U. M. W. of A., in your presence yesterday afternoon,—

We understand—

(1) That District No. 18 are not in a position to meet the Western Coal Operators' Association for the purpose of making a wage scale agreement until after their committee returns from a convention to be held at Indianapolis beginning March 18, 1919.

(2) That there will be no suspension of work until an agreement is made.

(3) That there will be no change in the present wages or working conditions until the conclusion of peace or an agreement is made; and that there will be no sitting of the Cost of Living Commission, April 1, 1919.

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(4) That the Government control for the settlement of disputes shall continue until an agreement is reached.

(5) That the officials of District No. 18, U. M. W. of A., will meet us as soon after their committee returns from Indianapolis as possible to negotiate an agreement.

"To all of which we beg to concur.

Respectfully yours,

THE WESTERN COAL OPERATORS' ASSOCIATION.

(Signed) W. F. McNeill,

Secretary,

Per. E. A. Ray."

On the 3rd of March a letter was received from the secretary of District 18, which reads as follows:—

"DISTRICT 18.

United Mine Workers of America,
Office of Secretary-Treasurer.

Calgary, Alta., March 3, 1919.

"W. H. Armstrong, Esq.,
Director of Coal Operations,
Calgary, Alta.

"DEAR SIR,—Acceding to your request for further information *re* the action of our recent convention in connection with your office and services as Director of Mines, and its expressed desire that the office should be continued, would say:—

First—The convention in expressing that desire indicated that it should be continued as at present during the life of the present arrangement, which would expire March 31st next, but has been extended by mutual agreement between the operators and ourselves until the Policy Committee of this district can attend the meeting of the International Policy Committee, to be held at Indianapolis, Ind., on the 18th inst., and return here to meet the Joint Scale Committee of the Operators of this District.

Second—That you in your capacity as Director of Mines should be present at the meetings of the Joint Scale Committee of Operators and Miners of this district that is to meet at the earliest convenience of the miners scale committee after the adjournment of the International Policy Committee, to assist and advise in the making of a new scale agreement for this district to cover wages and working conditions for a definite period of time, but without power to dictate the terms and conditions of said scale agreement.

Third—That after said scale agreement has been completed and ratified by referendum vote of the mine workers of this district, such ratification being imperative because of the structure and policies of our international organization, which, being established on the foundation of the trade agreement, can recognize no other form of negotiation than mutual consent of the employer and the employee to such agreement, we ask the Government, through you, to continue the office of Director of Coal Operations with the same authority as at present constituted.

Fourth—That the H. C. L. Commission and investigations be discontinued. The convention believe that such discontinuance would give more stability to the industry, permit the operators to make contracts for a given period of time with a reasonable assurance of being able to fill those contracts without any fluctuation of price, which would be to the interest of both the operators and miners as well as the general public.

"Assuring you of our appreciation of your valuable services in the past and hoping to benefit by the continuance of the same in the future, as indicated above, we beg to remain,

Gratefully yours,

(Signed) EDWARD BROWNE,

Secretary."

At the request of the officials of District 18 and with the consent of the Commissioner of the Western Coal Operators' Association, an official order was issued

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which extended the life of the present agreement until the return of the miners' delegates from the Indianapolis convention:—

“ ORDER No. 116.

“ The tentative agreement expires upon March 31, 1919, but, owing to the fact that representatives of District 18, United Mine Workers of America, are unable to meet the Western Coal Operators' Association thirty days prior to its expiration as provided, the following was mutually agreed upon,—

(1) That there will be no change of working conditions or orders as laid down by myself in the tentative agreement and subsequent orders except there will be no sittings of the Cost of Living Commission.

(2) That there will be no suspension of work during negotiations for the next agreement.

(3) That for the purpose of making a new agreement officers of District 18 and the operators will meet as soon as possible after the return of the men's representatives from the special convention at Indianapolis on the 18th of March.

“ By virtue of the authority vested in me by order of the Committee of the Privy Council, passed under the provisions of the War Measures Act of Canada, 1919, I hereby direct that the foregoing rates and conditions shall be in force and effect until further notice.

(Signed) W. H. ARMSTRONG,

Director of Coal Operations.

Calgary, March 6, 1919.”

Owing to the activities in the district of supporters of the movement for the One Big Union organization, entailing a separation from the international union, it was deemed advisable to ascertain from the international the position of that organization regarding the making of a new agreement for this district. Consequently an inquiry was made through Mr. David Irvine, special representative of the International of the United Mine Workers of America in District 18.

The following reply was received from John L. Lewis, acting president, at Indianapolis, Indiana, March 20, 1919:—

“ Officers of District 18 now attending International Policy Meeting here, inform me under no circumstances do they recognize right of Western Conference to canvass mine workers District 18 by referendum vote on question of One Big Union. Only manner in which such vote could be taken would be by authorization of legally called convention District 18. This position of district officers is most heartily endorsed by International Organization and fullest co-operation will be rendered by International to assist accredited officers of District 18 in establishing thorough understanding with their membership and protecting contractual interests of organization.”

In an interview held with the Minister of Labour at Ottawa towards the end of March, the foregoing position was confirmed by President Christophers and International Board Member Livett as representing the miners of District 18.

A special conference of the Policy Committee of the United Mine Workers of America was held at Indianapolis on the 19th of March, and the following recommendations were passed:—

“ We, your subcommittee selected to bring in recommendations for adoption by the policy committee, submit the following report and recommendations:—

1. Recognizing that unemployment is a constant threat and menace to the security, happiness and prosperity of the miners of the United States, which unemployment is created by the overdevelopment of the mining industry, we concur in the recommendation of President Hayes and declare for a six-hour workday, five days per week, and recommend that the full power and influence of the United Mine Workers of America be used to attain that end.

2. We concur in the recommendation of President Hayes that all the mine workers of the country receive a substantial increase on all existing tonnage, day work, yardage and dead work prices and that to secure the same shall be one of the future aims of our organization.

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3. We concur in the recommendation of President Hayés and declare for the nationalization and democratic management of all coal mines in the United States.

4. We recommend that the three resident International officials be empowered to draft or to have drafted for presentation to the special international convention when convened a tentative draft of bill to be presented to Congress and providing for nationalization of all coal mines.

5. We recommend that the International officials be authorized to wage an extensive and intensive campaign of organization in the anthracite districts and in the sparsely organized and non-union bituminous districts.

6. We recommend that it be the declared policy of the International Union that the supplemental agreement in the anthracite region, which carries the increase in wages secured in November, 1918, shall remain in full force and effect until the expiration of the basic anthracite agreement and that the full power and influence of the United Mine Workers of America shall be employed to that end.

7. We recommend that the International officials be instructed to call a special International convention at a suitable time previous to the termination of existing agreements for the purpose of giving consideration to the recommendations of this policy committee and to work out the details of the agreement that will ensure after the expiration of existing agreements, it being understood that basic agreements shall not be disturbed until a special International convention is held."

As a consequence of the adoption of the foregoing resolution, the officers of District 18 announced they were not in a position to negotiate a new agreement, as the policy of the International regarding rates and working conditions had not been formulated. It was therefore requested that the present agreement would continue in force and effect until such time as a definite policy had been adopted. At the present time the mines in District 18 are operating under the agreement which was put into effect in July, 1919, by the Director of Coal Operations.

When the Director of Coal Operations assumed his position a strained feeling existed at times between employers and employees to the extent that neither party held the desired confidence in the actions of the other. This made it very difficult to arrive at amicable settlements of the many and varied disputes. The cause for this condition of affairs originated several years ago. The operators claimed that there was a lack of leadership amongst the men and therefore no attempt was made to educate the miners to respect contracts when they were made with the approval of the organization. The men, on the other hand, stated that there was constant delay in the taking up and adjustments of disputes which caused friction. They claimed that under the previous agreements the appointment of an independent chairman was usually made from the legal profession and that such chairman failed to settle a dispute from the standpoint of a practical coal miner. It was stated by the men that adjustments were made upon the basis of the legal interpretation of the agreement and that the only way a satisfactory consideration of their grievances could be reached was by a stoppage of work.

Finding the feelings which have been stated prevailing in the district, it has been the aim of the Director of Coal Operations to improve relations existing between employee and employer in the coal mining industry. While the appointment of such an official was a War Measures act, it apparently has been of benefit in promoting amicable relations and has given satisfaction in the adjustment of disputes. From observation it would appear that what marred the completion of an agreement and resulted in a tie-up of the coal industry of the district on previous occasions was not so much the difference in the basis of the agreement as the accumulation of disputes from the different mines which were left unsettled during the tenure of the previous agreement. These disputes were usually submitted by the employees of the mines in question to the miners' scale committee. The negotiation of a new agreement therefore was complicated by the varied grievances which had not been adjusted and which in many cases had an unfavourable influence upon the employees when voting upon a referendum submitted to them.

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The following may be quoted from a letter addressed to the Honourable the Minister of Labour from the Commissioner of the Western Coal Operators' Association, under date of the 28th of February, 1919:—

“The Western Provinces cannot command the market or receive the benefit of the great natural resources with which our industry is concerned unless production proceed on an efficient basis, and such production cannot be obtained if labour is given more than a fair wage or proprietors more than a fair return. Prosecution of the industry on such a basis obviously will dry up the source from which both employer and employee must live.

“What can be expended in labour and material depends from time to time on what is received for the products, and what is received depends on what similar products from other sources can be bought for. The elements necessary to a determination of what is just are not constant, but vary within comparatively short intervals, and if fair play is to be secured, adjustments must be made at like intervals.

“We understand from the enclosed extract from the records of the U. M. W. of A. furnished us by the director, that the miners' union is of opinion that the best course to adopt is to have the terms on which the industry is to proceed determined under Government direction.

“We concur in that view, and obviously it would be a waste of time to proceed by private negotiations in such circumstances.

“We feel, however, we must insist bluntly for the protection of every interest involved that the tribunal for dealing with this delicate and important matter must be not only competent and impartial, but must be so constituted that its members will be constantly available, and will give their undivided attention and the best effort that is in them to the performance of this duty.

“We respectfully suggest that the board charged with this duty should contain one man thoroughly familiar with the problems of the workmen, another man in like position as to the operating of mines, and a third man of such experience and qualifications as would commend him to all as a reliable chairman of such a body; and further that such powers be given to the board as will enable it to deal effectively with the industry as a whole, exercising jurisdiction over the miners as well as the mine operators.”

The following is an extract from a resolution passed by the annual convention of the miners, held in Fernie during February, 1918:—

“This conference goes on record in having the fullest confidence in the ability of W. H. Armstrong in fulfilling his position of trust with honour and justice to all concerned.”

In his annual report at the convention of the United Mine Workers of District 18, held at Calgary in February, 1919, President Biggs remarked as follows:—

“The question may be asked here whether in making the agreements it would be better, in negotiating them, to make them under and with the commissioner or with the Western Coal Operators' Association. My reply to this question would be, make it with and under the commissioner by all means. I make this decision after weighing the past with the present, the former decision of all independent chairmen, former agreements made with the operators, what we have lost and what we have gained, and the foolish findings handed down by legal minds; compare them yourselves with the decisions and findings of the Armstrong commission, and the latter will recommend itself.”

The foregoing report was approved and passed by the convention.

Negotiations are now in progress for the continuance of the present agreement until the International Policy Committee of the United Mine Workers formulates a basis for a new agreement, when negotiations will be conducted between the coal operators and the miners of District 18, with a view to a renewal of the present contract.

Respectfully submitted,

W. H. ARMSTRONG.

CHAPTER VI.

TWELFTH REPORT

OF THE

REGISTRAR OF BOARDS OF CONCILIATION
AND INVESTIGATION

OF

PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES
INVESTIGATION ACT, 1907

BEING FOR THE
FISCAL YEAR ENDING MARCH 31,

1919

To the Hon. Senator GIDEON D. ROBERTSON, LL.D.,
Minister of Labour.

SIR,—I have the honour to submit a Report of Proceedings under the Industrial Disputes Investigation Act, 1907, for the fiscal year ending March 31, 1919.

F. A. ACLAND,
*Registrar of Boards of Conciliation
and Investigation.*

Industrial Disputes Investigation Act, 1907.

TWELFTH ANNUAL REPORT OF PROCEEDINGS, BEING FOR THE FISCAL YEAR ENDING MARCH 31, 1919.

INTRODUCTORY NOTE.

The tables usually presented in connection with this report will be found in the following pages. The statute has been more active than in any previous year, the total number of disputes dealt with being 100. This figure, however, includes five disputes carried over from the preceding year. Boards were granted in 59 cases, leaving a large proportion of disputes settled by other agencies than those of Boards of Conciliation. There were two instances during the year in which the threatened strike was not averted. The statute, it will be recalled, was enacted in March, 1907. The total number of disputes dealt with under its provisions prior to the beginning of the fiscal year 1918-1919 was 279. The addition of 95 to the record for the year 1918-1919 shows, therefore, a somewhat striking development. It may be added that this development continued during the first few months of the period extending into the fiscal year 1920-1921.

A point of some interest in connection with the operations of the statute was the establishment during the year of a Board of Appeal to hear appeals from the findings of the Boards of Conciliation and Investigation. The facts with reference to the establishment of the Board of Appeal are stated with some fullness in the pages introductory to the present report and need not be repeated here. A record of proceedings before the Appeal Board is added to the statement of proceedings under the statute. The Appeal Board did valuable work during the few months of its existence, but on the arrival of the Armistice it was deemed desirable to cancel the regulation under which the Board was established, and the regulation was accordingly cancelled; the Board had dealt with seven cases.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907.

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned, from April 1, 1918, to March 31, 1919; (ii) showing proceedings by industries concerned, from March 22, 1907, to March 31, 1919; (iii) showing by fiscal years, 1907-19, number of disputes dealt with; (iv) showing by calendar years 1907-19 number of disputes dealt with; (v) containing statistical summary of operations under the statute for the fiscal year ended March 31, 1919:—

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I. TABLE showing Proceedings by Industries from April 1, 1918, to March 31, 1919.

Industries affected.	No. of disputes referred under Act.	No. of strikes not averted or ended.
I.—DISPUTES AFFECTING MINES, TRANSPORTATION, PUBLIC UTILITIES AND WAR WORK:—		
(1) MINES:—		
(a) Coal	2	0
(b) Metal.....	1	0
Total Mines.....	3	0
(2) TRANSPORTATION AND COMMUNICATION:—		
(a) Railways	12	0
(b) Street railways.....	21	1
(c) Express.....	5	0
(d) Shipping	3	0
(e) Telegraphs	2	0
(f) Telephones.....	1	0
Total Transportation and Communication.....	44	1
(3) PUBLIC UTILITIES:—		
(a) Light and Power.....	3	0
(b) Elevators	1	0
Total Public Utilities.....	4	0
(4) WAR WORK	24	1
Total Mines, Transportation, Public Utilities and War Work.....	75	2
II.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE ACT:—		
* (a) Public Utilities under Provincial or Municipal control.....	15	0
(b) Miscellaneous.....	10	0
Total disputes not falling clearly within the scope of the Act.....	25	0
Total all classes.....	100	2†

*It having been ruled that jurisdiction under this statute cannot be claimed over disputes relating to industries under provincial or municipal control, no proceedings under the statute now take place save by joint consent under Section 63, and any such proceedings are now shown in Section II of the tables, instead of Section I, as in former years.

†While the above table shows but two strikes not averted or ended as a result of reference to a Board of Conciliation and Investigation, two additional strikes occurred after the close of the fiscal year, namely, one in the street railway and one in the express industry.

The proceedings under the Act during the year include five cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) the Collingwood Shipbuilding Company, Collingwood, Ont., and certain of its employees; (2) the Canadian Collieries (Dunsmuir), Limited, Union Bay, Vancouver Island, B.C., and certain of its employees; (3) the Sandwich, Windsor and Amherstburg Railway Company and certain of its employees; (4) the Corporation of the City of Ottawa and certain of its employees; and (5) the Canadian Northern Railway and its clerks, station employees, etc.

At the close of March, 1919, results were still pending in connection with five applications concerning disputes between: (1) the Montreal Light, Heat and Power Company and certain of its employees; (2) Canadian National Railways and certain employees in the cartage service at Winnipeg; (3) the Montreal Tramways Company and certain of its employees; (4) the Sandwich, Windsor and Amherstburg Railway Company and certain of its employees; and (5) the Dominion Power and Transmission Company, Hamilton, Ont., and certain of its employees.

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II. TABLE showing Proceedings by Industries from March 22, 1907, to March 31, 1919.

Industries affected.	No. of disputes referred under Act.	No. of strikes not averted or ended.
I.—DISPUTES AFFECTING MINES, TRANSPORTATION, PUBLIC UTILITIES AND WAR WORK:—		
(1) MINES:—		
(a) Coal.....	49	6
(b) Metal.....	17	5
(c) Asbestos.....	1	0
Total Mines.....	67	11
(2) TRANSPORTATION AND COMMUNICATION:—		
(a) Railways.....	126	7
(b) Street railways.....	55	3
(c) Express.....	7	0
(d) Shipping.....	16	0
(e) Telegraphs.....	9	1
(f) Telephones.....	4	0
Total Transportation and Communication.....	217	11
(3) PUBLIC UTILITIES:—		
(a) Light and Power.....	8	0
(b) Elevators.....	1	0
Total Public Utilities.....	9	0
(4) WAR WORK.....	30	1
Total Mines, Transportation, Public Utilities and War Work.....	323	23
II.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE ACT:—		
*(a) Public Utilities under Provincial or Municipal control.....	28	1
(b) Miscellaneous.....	23	0
Total disputes not falling clearly within the scope of the Act.....	51	1
Total all classes.....	374	24

*It having been ruled that jurisdiction under this statute cannot be claimed over disputes relating to industries under provincial or municipal control, no proceedings under the statute now take place save by joint consent under Section 63, and any such proceedings are now shown in Section II of the tables, instead of Section I, as in former years.

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the statements of both classes to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include therefore disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no disputes shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

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III. TABLE showing by fiscal years, 1907-1919, Number of Disputes dealt with.

—	1907- 1908.	1908- 1909.	1909- 1910.	1910- 1911.	1911- 1912.	1912- 1913.	1913- 1914.	1914- 1915.	1915- 1916.	1916- 1917.	1917- 1918.	1918- 1919.	Total.
Number of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	374
Number of boards granted.....	31	19	25	19	15	17	15	17	11	20	38	60	287
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	4	0	1	1	1	1	2	24

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by fiscal years and yearly summaries of proceedings.)

IV. TABLE showing by calendar years, 1907-1919 Number of Disputes dealt with.

—	*1907 9 mos.	1908.	1909.	1910.	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	†1919 3 mos.	Total
Number of applications.....	25	27	22	28	21	16	18	18	15	29	53	93	9	374
Number of boards granted.....	22	25	21	23	16	16	15	18	12	16	37	59	7	287
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	3	1	1	1	1	1	2	0	24

*The Act became law on March 22, 1907, so that the proceedings cover nine months only.

†To the end of the financial year, March 31.

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

STATEMENT of Applications for Boards of Conciliation and Investigation, and of Proceedings thereunder, from April 1, 1918, to March 31, 1919.

I.—MINES, AGENCIES OF TRANSPORTATION AND COMMUNICATION, OTHER PUBLIC SERVICE UTILITIES AND WAR WORK.

- 1. Appointed by the Minister, under Section 8, Sub-section 1, of the I. D. I. Act, on recommendation from party concerned.
- 2. Appointed by the Minister, under Section 8, Sub-section 2, of the I. D. I. Act, in the absence of a recommendation from the party concerned.
- 3. Appointed by the Minister, under Section 8, Sub-section 3, of the I. D. I. Act, on the joint recommendation of the two members first appointed.
- 4. Appointed by the Minister, under Section 8, Sub-section 4, of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY.

(a) COAL MINES.

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board: (c) Chairman; (E) Employer; (M) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of Reference.
Mar. 7, 1918	Canadian Collieries (Dunsmuir), Ltd., and certain employees, being smiths, moulders, carpenters and helpers, and outside labourers.	Employees..	Union Bay, Vancouver Island, B.C.	30.....	Concerning payment for overtime.	The Honourable Mr. Justice D.M.Eberts, (c) 4; Thos. R. Stockett, (E) 1; Joseph Naylor, (M) 1.	Mar. 23, 1918	May 16, June 12, 1918	Two reports were presented, the minority report being signed by Mr. Naylor. The award was accepted by the Company, but rejected by the men. No strike occurred.
July 22, 1918	Alberta Coal Co., Ltd., and certain of its employees.	Employees..	Edmonton, Alta.	100 approx....	Concerning Company's objection to check weighman.	.....	.....	.....	A Board was not established as it was considered by the Minister that the matter fell within the jurisdiction of Mr. W. H. Armstrong, Director of Coal Operations, Calgary.

(b) METAL MINES.

April 30, 1918	Nicholas Chemical Co. and certain employees, members of the International Brotherhood of Steam Shovel and Dredgemen.	Employees..	Goudreau, Ont.	18.....	Concerning wages.	No Board was established, a settlement being secured by negotiations renewed at the mediation of the Department.
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(2) TRANSPORTATION AND COMMUNICATION.

(a) RAILWAYS.

Mar. 18, 1918	Canadian Northern Railway Co. and certain employees being clerks, station employees, etc., members of the Canadian Brotherhood of Railroad Employees.	Employees...	C.N.R. System...	786 dir. ... 1,200 indir.	Concerning wages.	The Honourable Mr. Chief Justice Mathers, (c) 3; C. E. Dafoe, (E) 1; Frederick L'Arry, (M) 1.	June 5, 1918	Oct. 17, 1918	The award of the Board dealt only with Western lines and was accompanied by a proposed schedule of wages. The employees, however, appealed the decision of the Board to the Labour Appeal Board. Renewed negotiations between the parties secured a settlement.
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STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Continued.*TRANSPORTATION AND COMMUNICATION—*Continued.*(a) RAILWAYS—*Continued.*

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board: (c) Chairman; (e) Employer; (m) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of Reference.
April 8, 1918	Pere Marquette Railway Co. and maintenance of way employees, members of International Brotherhood of Maintenance of Way Employees.	Employees	P.M. Ry. lines in Canada.	150	Concerning wages and conditions.	Honour Judge J. O. Dromgole, (c) 1; R. L. Brackin, (e) 1; J. G. O'Donoghue, (m) 1.	May 14, 1918	June 3, 1918	The Board's report was unanimous and was accompanied by a proposed schedule of rates and rules, which became the basis of an amicable settlement of the dispute.
April 19, 1918	Grand Trunk Railway Co. and certain employees, members of International Brotherhood of Railroad Stationmen and Railroad Employees, Alliance	Employees	Provinces of Ontario and Quebec.	3,500	Concerning wages and rules.	Honour Judge J. G. Wallace, (c) 1; F. H. McGuigan, (e) 1; Bernard Rose, (m) 1.	April 29, 1918	May 30, 1918	The Board's report, which was unanimous, contained a schedule of rates and rules. The rules were accepted by both parties, but the schedule of rates submitted by the not formally accepted by the company, although it is understood an amicable adjustment was reached.
May 20, 1918	Canadian Pacific Railway Co. between Calgary and Vancouver, and dining car employees, members of Canadian Brotherhood of Railway Employees.	Employees	Lines of C.P.R. between Calgary and Vancouver.	205 dir. 500 indir.	Concerning alleged discrimination against Union members and the replacement of white employees by negroes.	Hon. Mr. Justice W. A. Macdonald, (c) 1; A. E. James, (e) 2; Victor R. Midgley, (m) 1.	June 11, 1918	July 26, Aug. 6, 1918	The Board's report found that while coloured men were brought into Canada by the Company for use on dining cars in place of white men, the change was not an act of discrimination against the Union. A minority report was presented by Mr. Midgley. The award was not formally accepted by either party, but the inquiry is understood to have had a beneficial effect and no cessation of work occurred.
May 30, 1918	Canadian Pacific Railway, British Columbia Lake and River Service, and employees, members of the National Association of Marine Engineers of Canada.	Employees	Nelson, B.C.	15	Concerning wages.				No Board was established in this case, advice being received that direct negotiations were being resumed.
June 20, 1918	Grand Trunk Pacific Ry. and employees, members of Canadian Brotherhood of Railway Employees.	Employees	Lines of G.T.P.	400 dir. 1,000 indir.	Concerning wages and rules.	A. J. Andrews, K.C., (c) 3; C. E. Daboe, (e) 1; T. J. Murray, (m) 1.	Jan. 11, 1919	Mar. 10, 1919	Proceedings in this case were stayed on advice from employees representatives. Request that procedure be resumed was received on December 19. The report of

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July 10, 1918	Canadian Pacific Railway Company, lines east of Fort William, and certain of its employees being locomotive engineers and members of the Brotherhood of Locomotive Engineers.	Employees....	Lines of C.P.R. east of Fort William.	2,000 dir., 10,000 indir.	Concerning wages and conditions.	David Campbell, (M) 1.	the Board was unanimous and was accompanied by an agreement signed by both parties to the dispute.
Sept. 30, 1918	Temiskaming and Northern Ontario Railway and certain of its employees, being clerks, stationmen and freight handlers, members of the Canadian Brotherhood of Railroad Employees.	Employees....	Lines of T. & N. O.	250.....	Concerning wages and conditions.	His Honour Judge J. H. Denton, (C) 3; R. H. Parmenter, (E) 1; J. G. O'Donohue, (M) 1.	Nov. 4, 1918	Dec. 9, 1918	The report of the Board was unanimous and was accompanied by a signed agreement between the parties concerned.
Nov. 12, 1918	Winnipeg Joint Terminals and certain employees, being station baggagemen, clerical staff and janitors, members of the Canadian Brotherhood of Railway Employees.	Employees....	Winnipeg, Man.	45 dir., 2,000 indir.	Concerning dismissal of an employee.	.....	.....	.....	Board procedure in this case was rendered unnecessary the dispute having been amicably adjusted between the parties concerned.
Dec. 6, 1918	Canadian Government Railways, Western Lines, and workmen, being clerical, station and roundhouse employees, members of the Canadian Brotherhood of Railroad Employees.	Employees..	C. G. Ry., Western Lines.	425.....	Concerning wages and rules.	.....	.....	.....	Board procedure in this case was stayed pending further direct negotiations between the parties concerned.
Jan. 29, 1919	Canadian National Railways, Eastern Lines, and certain employees, being members of the Canadian Brotherhood of Railroad Employees.	Employees....	Lines of C. N. R.	.....	Concerning wages.	.....	.....	.....	Board procedure in this case was stayed pending further direct negotiations between the parties concerned.
Jan. 31, 1919	Canadian National Railways and certain employees in Cartage Service at Winnipeg.	Employees...	Winnipeg, Man.	3,000	Concerning wages.	A. J. Andrews, K.C., (C) 3; C. E. Dafoe, (E) 1; T. J. Murray, (M) 1.	Mar. 17, 1919	Proceedings unfinished at end of fiscal year.

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STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc. *Continued.*TRANSPORTATION AND COMMUNICATION *Continued.*

(b) STREET RAILWAYS.

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board: (C) Chairman; (E) Employer; (M) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of Reference.
Mar. 23, 1918	Sandwich, Windsor and Amherstburg Railway Co. and motormen and conductors, members Div. 616, Amal. Assn. of Street and Electric Ry. Employees of America.	Employees.	Sandwich, Windsor, Amherstburg, Ont., and vicinity.	80	Concerning wages and conditions.	Malcolm G. Campbell (C) 3; E. G. Henderson, (E) 1; F. C. Kerby, (M) 1.	April 4, 1918	May 10, 1918	The report of the Board was unanimous and contained an agreement signed by both parties to the dispute.
April 3, 1918	Hamilton Street Railway Co. and conductors and motormen, members of Div. No. 107, Amalgamated Assn. of Street and Electric Railway Employees of America.	Employees.	Hamilton, Ont.	270 dir. 50 indir.	Concerning wages.	His Honour Judge La. B. C. Livingstone, (C) 4; S. F. Washington, K.C., (E) 1; W. D. Robbins, (M) 1.	April 11, 1918	April 25, 1918	The report of the Board was unanimous and the recommendations contained therein became the basis of a working agreement.
April 30, 1918	Hull Electric Company, and various classes of employees, being motormen, conductors, etc.	Employees.	Hull, Que.	140 approx	Concerning wages, hours and conditions, also regarding certain re-funds.	His Honour Judge R. D. Gunn, (C) 4; Geo. D. Kelley, (E) 1; Fred. Bancroft, (M) 1.	May 1, 1918	May 28, June 5, 1918	The Board's findings were accompanied by a minority report from Mr. Kelley. The award was accepted by both parties and a working agreement ensued, there being no cessation of work.
May 1, 1918	Toronto Railway Co. and certain employees, being machinists, specialists, etc., members of International Assn. of Machinists.	Employees.	Toronto, Ont.	25	Concerning wages, overtime and hours.	His Honour Judge R. Ruddy, (C) 4; Hartley H. Dewart, K.C., (E) 1; Fred Bancroft, (M) 1.	June 13, 1918	July 4, July 5, 1918	Two reports were presented by the Board, the minority report being signed by Mr. Dewart. The award contained certain recommendations as to the settlement of the dispute. These were accepted by the employees, and although the Company did not agree with the same they expressed their willingness to adjust the questions at issue on the basis of the award.

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May 2, 1918	London Street Railway Co. and certain of its employees, being motormen, conductors and barnmen, members of Local Div. No. 741, Amal. Assn. of Street and Electric Railway Employees of America.	Employees....	London, Ont.	197	Concerning wages.	His Honour Judge L. B. C. Livingstone, (c) 4; F. H. McGuigan, (E) 1; Chas. Ferguson, (M) 1.	May 14, 1918	June 3, 1918	The report of the Board was unanimous and contained an agreement signed by both parties to the dispute.
May 21, 1918	Brantford Municipal Railway Commission and motormen and conductors, members of Amalgamated Assn. of Street and Electric Railway Employees of America, Local No. 685.	Employees....	Brantford, Ont.	36	Concerning wages and conditions.				No Board was established in this case, the dispute having been amicably settled by direct negotiations between the parties concerned.
June 3, 1918	British Columbia Electric Railway Co. and employees at Vancouver, Victoria and New Westminster, B.C.	Employer....	Vancouver, Victoria and New Westminster, B.C.	1,400	Concerning wages and conditions.	The Honourable Mr. Justice W. A. Macdonald, (c) 4; Frederick Buscombe (E) 1; Thos. J. Coughlin (M) 1.	June 14, 1918	July 15, 1918	A strike occurred on July 2, the men returning to work on July 11. The Board's findings were accompanied by a minority report, signed by Mr. Coughlin. Direct negotiations were renewed and a revised agreement affected without further cessation of work.
June 14, 1918	Winnipeg Electric Railway Co. and employees, members of International Brotherhood of Boilermakers, Iron Shipbuilders and Helpers, Local No. 566.	Employees....	Winnipeg, Man.	70 dir. 100 indir.	Concerning alleged dismissals on account of Union affiliation.				No Board was established in this case, a request being received in the Department from the employees representative to stay further procedure.
June 18, 1918	British Columbia Electric Railway Co., Ltd., and its subordinate companies, and their respective employees, being electrical workers, members of the International Brotherhood of Electrical Workers.	Employer....	Vancouver, Victoria and New Westminster, B.C.	253	Concerning wages and conditions.	Hon. Mr. Justice W. A. Macdonald, (c) 3; Frederick Buscombe, (E) 1; Thos. J. Coughlin, (M) 1.	June 27, 1918	July 26, 1918	A strike occurred on July 2, the men returning to work on July 11. The Board's report in this case was simply a report on the situation, although later an agreement was arrived at which adjusted matters in dispute.
July 2, 1918	The New Brunswick Power Co. and certain of its employees, including conductors, motormen, linemen, powerhousemen, shop and barnmen, trackmen, etc.	Employees....	St. John, N.B.	200 dir. 25 or more indir.	Concerning wages.	The Honourable Mr. Justice W. A. Chandler, (c) 4; Geo. E. Day, (E) 1; W. Frank Hathaway (M) 1.	July 10, 1918	Aug. 9, 1918 Aug. 10, 1918	Two reports were presented by the Board, the minority report being signed by Mr. Day. A strike of a few hours occurred with regard to delay in certain payments by the Company, but this and other points in dispute were adjusted and no further cessation of work occurred.

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Continued.*(2) TRANSPORTATION AND COMMUNICATION—*Continued.*(b) STREET RAILWAYS—*Continued.*

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board: (c) Chairman; (E) Employer; (M) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of Reference.
July 10, 1918	Ottawa Electric Railway Co. and certain of its employees, being members of Div. No. 279, Amalgamated Assn. of Street and Electric Railway Employees of America.	Employees....	Ottawa, Ont.....	557 dir..... 50 indir.....	Concerning wages and conditions.	Honour Judge R. D. Gunn, (c) 3; Geo. F. Henderson, K.C., (E) 1; Fred. Bancroft, (M) 1.	July 15, 1918	Aug. 23, 1918	The award was signed by the Chairman and Mr. Henderson and contained recommendations as to settlement and a schedule of rates and rules. The award was accepted by the company but not by the employees, who ceased work on August 13, resuming work, however, on August 14, pending reference of the dispute to the Labour Board of Appeal. The award of the Board of Appeal was unanimous and its recommendations were accepted by both parties. No further cessation of work occurred.
July 19, 1918	Quebec Railway, Light, Heat and Power Co., Ltd., and certain of its employees, being mechanics of various classes, namely: tool-makers, machinists, blacksmiths and helpers, air-brake testers, carpenters, car repairers, oilers and helpers, painters and helpers, sheet metal workers, pipe fitters, millwrights, electricians, car inspectors and apprentices of all trades.	Employees....	Quebec, Que.....	60 dir..... 350 indir..	Concerning wages.....	Fred Bancroft, (M) 1.....	.....	.....	The Board was not completed, advice having been received that the dispute had been adjusted.
July 29, 1918	Winnipeg Electric Street Railway and certain of its employees, being machinists, blacksmiths, electricians, trackmen, capenters, painters, car cleaners, switch greasers, specialists and helpers to these crafts.	Employees....	Winnipeg, Man.....	250 dir..... 950 indir.	Concerning wages, conditions and Union recognition.	Isaac Campbell, (c) 3; John C. Sullivan, (E) 1; Ernest Robinson, (M) 1.	Aug. 10, 1918	Oct. 7, 1918	The Board's report was unanimous, and was accompanied by an agreement between the company and employees as to hours and rules.

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Sept. 1918	6, Winnipeg Electric Railway Co. and certain of its employees, being members of Winnipeg Div. No. 99, Amalgamated Assn. of Street and Electric Railway Employees of America.	Employees...	Winnipeg, Man.	950	Concerning wages...	The Honourable Mr. Chief Justice Mathers, (c) 4; Isaac Pitblado, K.C., (E) 1; Robt. S. Ward, (M) 1.	Sept. 18, 1918	15, The award was unanimous and contained certain recommendations regarding additions to be made in the present existing agreement. The award was accepted by both parties to the dispute.
Nov. 1918	4, Toronto Railway Co. and certain of its employees, being members of the Toronto Railway Employees' Union.	Employer...	Toronto, Ont.	1,700	Concerning wages...	His Honour Judge J. A. Barron, (c) 4; The Honourable Mr. H. Phippen, K.C., (E) 1; H. A. Harper, (M) 1.	Nov. 30, 1918	8, The award was signed by the Chairman and Mr. Phippen and contained recommendations as to the settlement of the dispute. Mr. Harper presented a minority report. Renewed negotiations between the parties resulted in a settlement of the dispute. The report of the Board, which was unanimous, included an agreement signed by both parties to the dispute.
Nov. 1918	7, Niagara, St. Catharines and Toronto Railway and its employees, being members of St. Catharines Labour Union No. 846, Amalgamated Assn. of Street and Electric Railway Employees of America.	Employees...	Welland and Lincoln Counties.	235	Concerning wages and Union recognition.	His Honour Judge L. B. C. Livingstone, (c) 3; Albert Pastman, (E) 1; James F. Marsh, (M) 1.	Nov. 27, 1918	26, The report of the Board was unanimous and was accompanied by an agreement signed by both parties to the dispute.
Nov. 1918	26, Grand River and Lake Erie and Northern Railways and certain of the employees of the said railways, being members of Div. No. 833, Amalgamated Assn. of Street and Electric Railway Employees of America.	Employees...	Preston, Ont.	65 dir. 7 indir.	Concerning wages and alleged discrimination against Union members.	His Honour Judge Colin G. Snider, (c) 4; F. H. McGuigan, (E) 1; J. G. O'Donoghue, (M) 1.	Jan. 4, 1919	17, The report of the Board was unanimous and was accompanied by an agreement signed by both parties to the dispute.
Jan. 1919	13, Street Railway Company, Windsor, Ont., and certain of its employees.	Employer...	Windsor, Ont., and vicinity.		Concerning wages...	Alex. R. Bartlet, (E) 1; Arch. Hooper, (M) 1.		The Board was not completed in this case, further direct negotiations between the parties having resulted in an amicable settlement of the dispute.
Feb. 1919	28, Montreal Tramways Company and certain of its employees, being members of Div. No. 790, Amalgamated Assn. of Street and Electric Railway Employees of America.	Employees...	Montreal	3,062 dir. 12,500 indir.	Concerning wages...	Joseph Perrault, (c) 4; Joseph Quintal, (E) 1; J. T. Foster, (M) 1.	Mar. 28, 1919	Proceedings unfinished at the end of the fiscal year.

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STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Continued.*(2) TRANSPORTATION AND COMMUNICATION—*Continued.*(b) STREET RAILWAYS—*Continued.*

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board: (a) Chairman; (b) Employer; (c) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of Reference.
Mar. 22, 1919	Sandwich, Windsor and Amherstburg Railway Co. and certain of its employees, being members of Div. No. 616, Amalgamated Assn. of Street and Electric Railway Employees of America.	Employees.	Windsor, Ont., and vicinity.	85	Concerning wages.	F. H. McGuigan (a) 1; Arch Hooper, (a) 1.			Proceedings unfinished at the end of the fiscal year.
Mar. 28, 1919	Dominion Power and Transmission Co. and certain of its employees, being linemen and operators, members of Local Union No. 105, International Brotherhood of Electrical Workers.	Employees.	Hamilton, Ont.	26 dir. 12 indir.	Concerning wages and hours.				Proceedings unfinished at end of fiscal year.

(c) EXPRESS.

April 20, 1918	Canadian Northern Express Co. and employees, members of Canadian Brotherhood of Railway Employees.	Employees.	Lines of C.N.R.	315	Concerning wages and conditions.	The Honourable Mr. Chief Justice Mathers, (a) 3; C. E. Dufloc, (a) 1; D. Campbell, (a) 1.	June 10, 1918	Aug. 14, 1918	The Board's report was unanimous and was accompanied by a proposed schedule of rates and rules. These were accepted by the Company, with the exception of the clause relating to Union recognition.
May 1, 1918	Canadian Express Co. and employees, members of the Canadian Brotherhood of Railroad Employees.	Employees.	Lines of Can. Exp.	1,300	Concerning dismissals and removal of a messenger.				No Board was established in this case, as, in the Minister's view, the dispute did not fall within the meaning of the statute.
Aug. 8, 1918	Dominion Express Co. and its employees, being members of the Canadian Brotherhood of Railroad Employees.	Employees.	Lines of Dom. Exp., to Port Arthur, to Halifax and Vancouver.	1,400	Concerning wages, involving the adoption of a new schedule in place of present one expiring May 1, 1919.				In view of the fact that the Dominion Express Company already had an agreement with an organization representing the employees here concerned, there was, in the Minister's view, no ground for the establishment of a Board. A strike occurred lasting from Sept. 10 to 14, 1918.

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Aug. 24, 1918	Canadian Express Co. and its employees, being members of the Canadian Brotherhood of Railroad Employees.	Employees....	Lines of Can. Exp....	2,500	Concerning alleged violation of schedule and dismissal of certain employees.	His Honour Judge R. Ruddy, (c) 4; F. H. McGuigan, (E) 1; J. G. O'Donoghue, (M) 1.	Sept. 13, 1918	Oct. 22, 1918	The award of the Board was unanimous and was accompanied by advice to the effect that most of the matters in dispute had been amicably adjusted.
Feb. 3, 1919	Canadian Express Co. and certain of its employees, being clerks, drivers, porters, messengers, etc., members of the Canadian Brotherhood of Railroad Employees.	Employees....	Lines of Can. Exp....	1,700 dir. 100 indir.	Concerning wages and conditions.	His Honour Judge R. D. Gunn, (c) 4; F. H. McGuigan, (E) 1; Fred Bancroft, (M) 1.	Feb. 12, 1919	Mar. 19, Mar. 21, 1919	Practically three reports were presented by the members of the Board, each making recommendations as to settlement of the dispute. On the request of the Company the matter was referred to the Labour Appeal Board. The findings of the Appeal Board, although accepted by the company, were refused by the employees. Somewhat after the close of the fiscal year a short strike occurred and the case was then referred by joint agreement to the Canadian Railway Board of Adjustment No. 1.

(d) SHIPPING.

June 22, 1918	Various employers concerned in water transportation between British Columbia ports and American ports in Puget Sound and Alaska, and certain of their employees, being masters and mates, members of the Canadian Merchant Service Guild.	Employees....	B.C. Coast.....	386	Concerning wages, hours and Union recognition.	.....	.....	No Board was established in this case, as, there being numerous employees who were not joined, the dispute did not fall within the scope of the Act. The dispute was, therefore, referred to a Royal Commission under the Inquiries Act.
Oct. 4, 1918	Harbour Commissioners of the Port of Montreal and employees, members of Federal Labour Union 1629 of Harbour Employees.	Employees....	Montreal.	450 dir. 150 indir.	Concerning wages.....	.....	.....	This matter was apparently dropped by the applicants and no further action was taken by the Department.
Nov. 18, 1918	Various Shipping Companies and other employing companies at St. John, N.B., and certain of their employees, being coal-handlers, members of Local No. 810, International Longshoremen's Association.	Employees....	St. John, N.B.....	200 dir. 400 indir.	Concerning wages.....	F. E. Sayre, (E) 1; Frank Freestone, (M) 1.	While a Board was in formation a strike occurred on November 27, and continued until December 7. Negotiations between the parties concerned brought about a settlement and further Board procedure was unnecessary.

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STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—Continued.

(2) TRANSPORTATION AND COMMUNICATION—Concluded.

(e) TELEGRAPHS.

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board: (c) Chairman; (E) Employer; (M) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of Reference.
June 17, 1918	Canadian Pacific Railway Co. and its commercial telegraph operators, being members of the Commercial Telegraphers Union of America.	Employees.	Lines of C. P. Ry.	650 dir. 3,000 indir.	Concerning wages and rules.	His Honour Judge Jas. H. Scott, (c) 4; W. N. Tilley, K.C., (E) 1; David Campbell, (M) 1.	July 6, 1918	Aug. 22, 1918	Two reports were presented, the minority report being signed by Mr. Campbell. The majority report, which contained certain recommendations as to amendments in the rules and rates, was accepted by the company, but the employees refused to accept other than the conditions of the minority report. No Board was established in this case, procedure being stayed on the request of the employees' representative.
Aug. 21, 1918	Great Western Telegraph Co. and certain of its employees, members of Great North Western System No. 43, Commercial Telegraphers' Union of America.	Employees.	C.N.W. Lines.	600 dir. 1,800 indir.	Concerning wages and rules.				

(f) TELEPHONES.

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board: (c) Chairman; (E) Employer; (M) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of Reference.
Sept. 11, 1918	Bell Telephone Company of Canada and certain of its employees, being operators, clerks, messengers, etc., members of Local Union No. 83A, International Brotherhood of Electrical Workers.	Employees.	Toronto, Ont.	450 to 500.	Concerning wages, hours, overtime and conditions.	His Honour Judge Colin G. Snider, (c) 4; E. H. Ambrose, (E) 1; Fred Bancroft, (M) 1.	Sept. 30, 1918	Oct. 8, 1918	The report of the Board was unanimous and was accompanied by a memorandum of agreement signed by both parties to the dispute.
May 25, 1918	Vancouver Gas Co. and employees, members of International Brotherhood of Stationary Firemen, Oilers and Gas Workers.	Employees.	Vancouver, B.C.	65	Concerning wages	Frederick Buscombe, (E) 1; Jas. H. McVety, (M) 1.			The Board was not completed in this case, advice having been received in the Department that matters in dispute had been amicably adjusted.

(3) PUBLIC SERVICE UTILITIES.

(a) LIGHT AND POWER.

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June 22, 1918	Western Power Co. of Canada, Ltd., and certain of its electrical workers, being members of Local Union No. 213, International Brotherhood of Electrical Workers.	Vancouver, B.C.	30 dir. 30 indir.	Concerning wages, hours, overtime and conditions.	The Honourable Mr. Justice W. A. Macdonald, (c) 3; Frederick Buscombe, (E) 1; Thos. J. Coughlin, (M) 1.	June 29, 1918	July 26, 1918	A strike occurred on July 2, the men returning to work on July 11. The Board's finding in this case was simply a report on the situation, although an agreement was later reached which adjusted the matters in dispute.
Oct. 28, 1918	Montreal Light, Heat and Power Co. and certain of its employees, being members of Labour Union No. 16359.	Montreal, Que.	250 dir. 750 indir.	Concerning wages and Union recognition.	Jas. Perrault, (c) 4; Bernard Rose, (E) 2; A. Bastien, (M) 1.	Jan. 9, 1919		Proceedings unfinished at end of fiscal year.
(b) ELEVATORS.								
Sept. 22, 1918	Various Elevator Operators at Port Arthur and Fort William and their employees, members of Local No. 934, International Longshoremen's Association, etc.	Port Arthur and Fort William, Ont.		Concerning wages and hours.	The Honourable Mr. Chief Justice Mathers, (c) 3; E. L. Taylor, K.C., (E) 1; L. L. Peltier, (M) 1.	Oct. 28, 1918	Dec. 2, 1918	The report of the Board was unanimous and made certain recommendations as to the settlement of the dispute. It is understood that these recommendations were accepted as a basis of settlement by the companies and employees.
(4) WAR WORK.								
Feb. 15, 1918	Collingwood Shipbuilding Co., Ltd., and certain of its employees, members of Georgian Bay Lodge No. 343, International Brotherhood of Boilermakers, Iron Shipbuilders and Helpers of America.	Collingwood, Ont.	375 dir. 200 indir.	Concerning wages and conditions.	Hamnett P. Hill (c) 1; Capt. J. B. Foote, (E) 1; Fred. Bancroft, (M) 1.	Mar. 25, 1918	April 10, 1918	In this case a strike occurred on February 20, the men returning to work on February 25. The Board's report was unanimous, and advised that as a result of direct negotiations an agreement had been effected.
May 10, 1918	Goold, Shapley & Muir Co. and certain employees, being members of International Assn. of Machinists, Local No. 607.	Brantford, Ont.	49 dir. 115 indir.	Concerning wages, hours and conditions.	Fred Bancroft, (M) 1.			Pending the completion of the Board an agreement was entered into by the parties concerned.
May 11, 1918	A. Davis & Sons, Ltd., and their leather workers, being members of the Leather Workers' Union.	Kingston, Ont.	101 dir. 100 indir.	Concerning alleged dismissal on account of Union affiliation.	His Honour Judge R. D. Gunn, (c) 4; Tom Moore, (M) 1; J. L. Whiting, (E) 1.	Mar. 29, 1918	June 13, 1918	Three reports were presented in this case, the difference of opinion being as to whether a particular workman had been dismissed on account of union affiliation. A strike occurred on June 18, the men returning to work on June 25, when direct negotiations secured a settlement.

STATEMENT of Applications for Boards of Conciliation and Investigation of Proceedings thereunder, etc.—Continued.

(4) WAR WORK—Continued.

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board: (c) Chairman; (e) Employer; (m) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of Reference.
June 18, 1918	Fraser, Braco & Co., Ltd., and certain of its employees, being members of the Montreal Marine Trades Federation.	Employees....	Montreal, Que.....	700.....	Concerning wages and hours.	.....	.....	.....	No Board was established in this case, the dispute being referred to a Royal Commission which was appointed to investigate with regard to the unrest in the ship-building industry in the Province of Quebec. A strike had occurred on May 15, the men returning to work pending the investigation by the Commission.
June 29, 1918	Quinlan and Robertson Shipbuilding Co. and its carpenters and joiners (shipbuilding), at Quebec, members of Local No. 730, United Brotherhood of Carpenters and Joiners of America.	Employees....	Quebec, Que.....	200 dir..... 250 indir.	Concerning wages and hours.	.....	.....	.....	This dispute was referred to the Royal Commission mentioned above.
July 15, 1918	Davie Shipbuilding and Repair Co., Lauzon, Que., and certain of its employees, being boilermakers and iron shipbuilders, blacksmiths, carpenters, etc., members of organizations as follows, namely: 1. International Brotherhood of Iron Boilermakers, Iron Shipbuilders and Helpers of America, Local Union No. 380; 2. International Brotherhood of Blacksmiths and Helpers, Local Union No. 235; 3. United Brotherhood of Carpenters and Joiners, Local Union No. 2033.	Employees....	Lauzon, Que.....	290 dir..... 460 indir.	Concerning wages and hours.	This dispute was referred to the Royal Commission mentioned above.

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July 18, 1918	Quebec Shipbuilding Co. and certain of its employees, being members of Local No. 730, United Brotherhood of Carpenters and Joiners of America.	Employees....	Quebec, Que.....	125 dir..... 175 indir.	Concerning wages and hours.	This dispute was referred to the Royal Commission mentioned above.
July 17, 1918	Canadian General Electric Co., Ltd., of Peterborough, and its employees, being machinists, specialists and electrical workers	Employees....	Peterborough, Ont.	625 dir..... 1,000 indir.	Concerning wages and conditions.	His Honour Judge Colin G. Snider, (c) 4; Jas. G. Merrick, (E) 1; Fred. Bancroft, (M) 1.	Aug. 1, Aug. 26, 1918	The report was signed by all three members of the Board, although Mr. Merrick dissented on some points. The Board's findings were that the schedule of wages, rules, etc., submitted by the employees was fair and reasonable. The employees later asked that the matter be referred to the Labour Appeal Board. The award of the Appeal Board was unanimous and its recommendations formed the basis of an amicable settlement of the dispute.
Aug. 12, 1918	Imperial Munitions Board, Aviation Dept., and employees, being members of the United Brotherhood of Carpenters and Joiners of America.	Employees....	Toronto, Ont.....	64.....	Concerning conditions.	.....	.....	In this case, as a result of mediation of the Department, direct negotiations were renewed and the dispute amicably adjusted.
Aug. 13, 1918	Hamilton Cotton Co., and certain of its employees.	Employees....	Hamilton, Ont.....	150 dir..... 350 indir.	Concerning alleged discrimination against Union members.	His Honour Judge L. B. C. Livingstone, (c) 4; S. F. Washington, (E) 1; F. J. Flatman, (M) 1.	Sept. 3, Sept. 28, 1918	The award was signed by the Chairman and Mr. Flatman and the minority report by Mr. Washington, the point of difference being as to the cause of the dismissal of the employee involved. A strike had occurred on August 2, the men returning to work on August 15 pending reference of the dispute to a Board of Conciliation and Investigation.
Aug. 16, 1918	Polson Iron Works, Ltd., and employees, being members of Local Union No. 731, United Assn. of Plumbers and Steamfitters of United States and Canada.	Employees....	Toronto, Ont.....	15 dir..... 250 indir.	Concerning wages.....	His Honour Judge Colin G. Snider, (c) 3; Jas. G. Merrick, (E) 1; Fred. Bancroft, (M) 1.	Sept. 5, Sept. 28, 1918	In this case a strike had occurred on July 6, the men returning to work on September 25, pending the reference of the dispute to a Board which was already in existence in Toronto. The report of the Board was unanimous and was accompanied by a copy of an agreement reached between the disputants.

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STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Continued.*(4) WAR WORK—*Continued.*

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board: (c) Chairman; (e) Employer; (m) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of Reference.
Aug. 20, 1918	Algoma Steel Corporation and Algoma Construction Engineering Co. and their employees, being steel workers and members of Algoma Lodge No. 5, Amalgamated Assn. of Iron, Steel and Tin Workers of North America.	Employees...	Sault Ste. Marie, Ont.	875 dir., 3,500 indir.	Concerning wages and Union recognition.	His Honour Judge F. R. Powell, (c) 4; Hartley Dewart, K.C., (e) 1; Fred. Bancroft, (m) 1.	Sept. 6, 1918	Nov. 18, 1918	This dispute was dealt with by the Board under three heads, and recommendations were made in each case as to settlement of the dispute. The award was signed by all three members, although Mr. Bancroft presented a minority report concerning that portion relating to union recognition. The Board's findings, however, were the basis of an agreement reached between the disputants.
Aug. 21, 1918	Certain firms being members of the Employers' Assn. of Toronto and various classes of workmen, members respectively of the International Brotherhood of Blacksmiths and Helpers and of the Amalgamated Society of Engineers.	Employees...	Toronto, Ont.	162	Concerning wages.	His Honour Judge Colin G. Snider, (c) 4; Jas. G. Merrick, (e) 1; Fred. Bancroft, (m) 1.	Sept. 5, 1918	Sept. 28, Oct. 28, 1918	A strike occurred on August 7, the men returning to work on August 21, pending reference of the dispute to a Board of Conciliation and Investigation. The award was signed by the Chairman and Mr. Bancroft and contained recommendations as to settlement of the dispute. Mr. Merrick presented a minority report. On the application of both parties the matter was referred to the Labour Appeal Board, whose report was unanimous.
Aug. 14, 1918	Dominion Iron and Steel Co., Ltd., and certain of its employees, being members of Lodge No. 1, Amalgamated Assn. of Iron, Steel and Tin Workers of North America.	Employees...	Sydney, N.S.	3,000	Concerning wages and overtime.				No Board was established in this case, direct negotiations having brought about a settlement of the dispute.
Aug. 27, 1918	National Manufacturing Co. and its employees, being members of the Munition Workers' Federal Union No. 56.	Employees...	Ottawa, Ont.	355	Concerning wages and Union recognition.	Hamnett P. Hill, (c) 3; Geo. F. Henderson, K.C., (e) 1; Romeo R. Mareil, (m) 1.	Sept. 17, 1918	Oct. 23, 1918	The report was unanimous and was accompanied by a proposed schedule of wages and recommendations as to settlement of the dispute.

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Sept. 20, 1918	John Inglis Company, Polson Iron Works, Canadian Allis-Chalmers Company and certain of their employees, being members of the Brotherhood of Boilermakers, Iron Shipbuilders and Helpers of Canada, Local No. 1.	Employees..	Toronto, Ont.	290	Concerning wages	His Honour Judge Colin G. Sneider, (c) 3; James G. Merrick, (E) 1; James Higgins, (M) 1.	Sept. 27, 1918 Oct. 12, Oct. 16, 1918	The award was signed by the Chairman and Mr. Merrick and was accompanied by a schedule of wages, rules and regulations. Mr. Higgins presented a minority report. No cessation of work occurred.
Sept. 25, 1918	The Nicholson File Co. and certain of its employees, being file workers, etc.	Employees..	Port Hope, Ont.	121 dir. 45 indir.	Concerning wages, hours, conditions and Union recognition.	His Honour Judge R. Ruddy, (c) 4; A. E. Pipher, (E) 1; Chas. M. McElroy, (M) 1.	Oct. 16, 1918 Oct. 28, 1918	The award, which was unanimous, included a proposed schedule of wages and recommendations as to the settlement of the dispute. No cessation of work occurred.
Sept. 26, 1918	British Chemical Co. and certain of its employees, being carpenters and millwrights, members of Local No. 1622, United Brotherhood of Carpenters and Joiners.	Employees....	Trenton, Ont.	80	Concerning wages	His Honour Judge J. F. Wills, (c) 4; F. H. McGuigan, (E) 1; J. F. Marsh, (M) 1.	Oct. 11, 1918 Oct. 31, 1918	The award, which was unanimous, contained recommendations as to increased wages and changes in conditions, which award the Company expressed its willingness to accept.
Oct. 18, 1918	H. Mueller Mfg. Co., Ltd., and certain of its employees, being members of Imperial City Lodge No. 792, International Assn. of Machinists.	Employees....	Sarnia, Ont.	625 dir. 100 indir.	Concerning wages and classification of work.	His Honour Judge J. O. Dromgole, (c) 4; A. T. McKinley, (E) 1; Fred. Bancroft, (M) 1.	Nov. 12, 1918 Dec. 21, 1918	The award was signed by the Chairman and Mr. Bancroft and was accompanied by a proposed schedule of rates and rules which the employees expressed their willingness to accept. Mr. McKinley did not concur in these findings. The award was not formally accepted by the employer, but no cessation of work.
Oct. 28, 1918	Polson Shipbuilding Co., Toronto Shipbuilding Co., and Dominion Shipbuilding Co. and certain of their employees, being shipcarpenters, caulkers, joiners and wood-working machinists, members of the United Brotherhood of Carpenters and Joiners of America.	Employees....	Toronto, Ont.	272	Concerning wages	J. A. McAndrew, (c) 3; Jas. G. Merrick, (E) 1; John Doggett, (M) 1.	Nov. 7, 1918 Nov. 21, Nov. 27, 1918	The award was signed by the Chairman and Mr. Doggett and contained recommendations as to settlement of the dispute. Mr. Merrick did not concur in these findings and presented a minority report, requesting that the matter be referred to the Labour Appeal Board, on the basis of whose findings a settlement was effected.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc. *Continued.*
(4) WAR WORK *Concluded.*

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board; (C) Chairman; (E) Employer; (M) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of reference.
Nov. 8, 1918	Various Toronto firms and certain of their employees, being patternmakers.	Employees.	Toronto, Ont.	75 dir. 32 indir.	Concerning wages.	His Honour Judge Emerson B. Colesworth, (c) 1; Jas. G. Merrick, (e) 1; Fred Banerolt (m) 1.	Nov. 29, 1918	Dec. 12, 1918	The award was signed by the Chairman and Mr. Banerolt and contained recommendations as to increased wages. Mr. Merrick presented a minority report. At the request of the employing companies the dispute was referred to the Labour Appeal Board, on the basis of whose decision a settlement was reached.
Nov. 11, 1918	The Polson Shipyard Co. and its marine painters.	Employees.	Toronto, Ont.	22	Concerning the use of certain machines.				It was decided that the cause of this dispute was not one falling within the scope of the I. D. L. Act.
Nov. 19, 1918	The Montreal Transportation Co. and its ship carpenters and caulkers.	Employees.	Kingston, Ont.	23	Concerning wages.				Board procedure was rendered unnecessary, direct negotiations having resulted in a settlement of the dispute.
Nov. 26, 1918	Curtiss Aeroplane Co., Ltd., and Canadian Aeroplanes, Ltd.; Toronto, and certain of their employees, being aeroplane woodworkers, members of the Toronto District Council of Carpenters.	Employees.	Toronto, Ont.	370 dir. 600 indir.	Concerning wages.				As these firms were about to close down as a result of the signing of the armistice, it was considered that a dispute, within the meaning of the statute, did not exist.

II. INDUSTRIES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907.
(1) PUBLIC UTILITIES UNDER MUNICIPAL CONTROL.

Mar. 22, 1918	Corporation of Ottawa and firemen, members of Federal Union No. 21.	Employees.	Ottawa, Ont.	85 dir. 10 indir.	Concerning wages classification and other alleged grievances.	Lieut. Frank J. P. Crean (c) 3; T. A. Beaumont (e) 1; Wm. Lodge (m) 1.	April 9, 1918	April 19, 1918	The report of the Board was unanimous and stated that a settlement of all differences had been reached.
April 4, 1918	Corporation of Ottawa and certain of its employees, members of Federal Labour Union No. 15.	Employees.	Ottawa, Ont.	52	Concerning wages.	His Honour Judge Colin G. Snider (c) 3; T. A. Beaumont (e) 1; Fred Banerolt (m) 1.	April 15, 1918	April 25, 1918	The report of the Board was unanimous and contained recommendations as to settlement of matters in dispute. The award was accepted by the employees, but

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April 12, 1918	Corporation of Toronto and certain employees, members of Toronto Civic Employees' Union No. 43.	Employees....	Toronto, Ont....	3,000	Concerning wages, hours and conditions.		representations by the employer were to the effect that being a municipality, an agreement binding their successors could not be entered into.
April 15, 1918	Corporation of Toronto, and certain employees, members of Local No. 300, International Brotherhood of Stationary Firemen (oil-ers and fitters).	Employees....	Toronto, Ont....		Concerning wages, hours and conditions.		No Board was established, the consent of the Municipality being refused.
April 23, 1918	Corporation of Ottawa and policemen.	Employees....	Ottawa, Ont....	79	Concerning certain alleged unjust dismissals.		No Board was established, the consent of the Municipality being refused.
May 17, 1918	Corporation of Winnipeg and its civic employees being members of Civic Employees' Federation No. 4.	Employees....	Winnipeg, Man....	266 dir. 55 indir.	Concerning wages.	F. M. Black (c) 3; James Auld (E) 1; Roland F. McWilliams (M) 1.	The report of the Board was unanimous and recommended that the schedule submitted by the employees to the City should be adopted, with the exception of certain proposed modifications. Also that the settlement made with the other civic employees who had gone on strike be on the basis of a substantial increase.
May 31, 1918	Corporation of Victoria and civic employees, members of Civic Employees' Protective Association.	Employees....	Victoria, B.C....	250 approx	Concerning wages.	W. E. Burns (c) 4; James Dakers (M) 1; R. F. Taylor (E) 1.	The report of the Board was accompanied by a proposed schedule of wages on the basis of which it is understood an amicable adjustment was reached.
Sept. 18, 1918	Corporation of New Westminster and civic employees and labourers, members of New Westminster Civic Employees' Union.	Employees....	New Westminster, B.C.	42 dir. 73 indir.	Concerning wages.		No Board was established in this case, the consent of the company being refused.
Sept. 24, 1918	Corporation of the City of Winnipeg and certain of its employees, being policemen, and members of Winnipeg City Policemen's Federation No. 40.	Employees....	Winnipeg, Man....		Concerning Union recognition.		No Board was established in this case, the consent of the City being refused.
Oct. 29, 1918	Administrative Commission of the City of Montreal and certain of its employees, being engineers, firemen, and others.	Employees....	Montreal, Que....	33	Concerning wages.	The Honourable Mr Justice Fortin (c) 4; C. Rodin (E) 1; J. T. Foster (M) 1;	The report was signed by all three members and contained recommendations as to settlement. Mr. Foster, not concurring on one point, added a minority report. The recommendations of the Board were accepted by the Commission.

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STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Continued.*
 (1) PUBLIC UTILITIES UNDER MUNICIPAL CONTROL—*Concluded.*

Date of receipt of application.	Parties to Dispute.	Party making application.	Locality.	No. of persons affected.	Nature of Dispute.	Names of Members of Board: (c) Chairman; (w) Employer; (m) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of Reference.
Nov. 20, 1918	Corporation of the City of Montreal and certain of its employees, being firemen, members of City Fire Fighters Union No. 125, International Association of Fire Fighters.	Employees.	Montreal, Que.	650 dir. 2,250 indir.	Concerning wages and conditions.	Joseph L. Bourbonniere (m) 1.			
Nov. 22, 1918	Corporation of the City of Montreal and certain of its employees, being teamsters, chauffeurs, stablemen and helpers, sanitary drivers and helpers, members of Local No. 409, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers, Sanitary Drivers and Helpers.	Employees.	Montreal, Que.	900 dir. 3,700 indir.	Concerning wages and conditions.				A strike of a few hours occurred on Dec. 12, and Board procedure was discontinued. A Board of arbitration was appointed as between the civic and commercial institutes of the City, and resulted in a settlement of these disputes.
Nov. 27, 1918	Corporation of the City of Montreal and certain of its employees, being policemen, and members of the Federal Union of Police, No. 62.	Employees.	Montreal, Que.	980	Concerning wages and Union recognition.	Aurèle Lacombe (m) 1.			
Nov. 28, 1918	Corporation of the City of Quebec and certain of its employees, being firemen and members of International Union of Fire Dept.	Employees.	Quebec, Que.	157	Concerning wages.				No Board was established in this case, the consent of the Corporation being refused.
Dec. 9, 1918	Corporation of Hull and certain of its employees, being firemen, members of Firemen's Federal Union No. 51.	Employees.	Hull, Que.	22 dir. 2 indir.	Concerning wages.				Board procedure in this case was rendered unnecessary, settlement having been effected by direct negotiations.

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Jan. 8, 1919	Corporation of St. John and certain of its employees, being policemen and members of the Police Protective Assn. of St. John.	Employer.....	St. John, N.B.....	Concerning Union recognition.	H. Colby Smith, (c) 3; Jan. 22, 1919 Allan H. Wetmore, (E) 1; James L. Sugrue, (M) 1.	Feb. 24, 1919	The report of the Board was unanimous and contained recommendations as to settlement of the dispute, and it is understood an adjustment was reached on the basis of these findings.
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(2) MISCELLANEOUS.

April 15, 1918	Nova Scotia Steel and Coal Co., Ltd., and certain of its employees, members of Local No. 15345, American Federation of Labour.	Employees....	Sydney Mines, N.S.	900 dir. 2,500 indir.	Concerning wages and Union recognition.	No Board was established in this case, a Royal Commission being instead appointed to inquire into this dispute and other disputes in the Province of Nova Scotia.
June 26, 1918	York Knitting Mills, Ltd., and certain of its employees, members of Local Union No. 1063, United Textile Workers of America.	Employees....	Toronto, Ont.....	88 dir. 200 indir.	Concerning wages and Union recognition.	.....	.....	No Board was established in this case as it was considered that the dispute did not fall within the scope of the I. D. I. Act.
Sept. 18, 1918	Various employers, members of Brantford Builders' Exchange and their employees, being members of Locals No. 498 and 2602, United Brotherhood of Carpenters and Joiners.	Employees....	Brantford, Ont.....	57 dir. 110 indir.	Concerning wages.....	.....	.....	No Board was established in this case, the consent of the employers being refused.
Oct. 30, 1918	J. R. Booth and certain of his employees, members of the International Brotherhood of Pulp, Sulphite and Paper Mill Workers.	Employees....	Ottawa, Ont.....	350 dir. 150 indir.	Concerning wages.....	.....	.....	No Board was established in this case, the consent of the employer being refused.
Nov. 11, 1918	Steel Company of Canada and certain of its employees, being members of the Amalgamated Assn. of Iron, Steel and Tin Workers of North America.	Employees....	Gananoque, Ont.....	114.....	Concerning wages.....	His Honour Judge R. Ruddy, (c) 4; Dr. E. L. Atkinson, (E) 1; Fred. Bancroft (M) 1.	Dec. 20, 1918 Jan. 15, 1919	The report was signed by all three members and accompanied by a copy of a signed agreement between the parties concerned. Mr. Bancroft added a note to the report that he did not concur in the findings <i>re</i> female labour.

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—*Concluded.*

(2) MISCELLANEOUS—*Concluded.*

Date of receipt of application.	Parties to dispute.	Party making application.	Locality.	No. of persons affected.	Nature of dispute.	Names of Members of Board: (c) Chairman (e) Employer; (m) Men.	Date on which Board was constituted.	Date of receipt of report of Board.	Result of reference.
Nov. 16, 1918	Furniture Manufacturers' Assn. of Stratford and certain of their employees, being members respectively of the (1) United Brotherhood of Carpenters and Joiners, Local Union 1990, and (2) Painters and Decorators, Local Union 772.	Employees....	Stratford, Ont.,	645 dir..... 180 indir.	Concerning wages and hours.	His Honour Judge D. McGibbon, (c) 4; Joseph Orr, (e) 1; Jas. F. Marsh, (m) 1.	Jan. 4, 1919	Mar. 25, 1919	The report of the Board was unanimous and was accompanied by an agreement signed by both parties to the dispute.
Nov. 19, 1918	Eastern Car Co., Ltd. (Erection Dept.), and certain of its employees, being riveters.	Employees....	Trenton, N.S.,	113.....	Concerning wages.....	His Honour Judge Emerson B. Coatsworth, (c) 4; Rev. Dr. John Forrest, (E) 1; C. C. Dane, (m) 1.	Dec. 2, 1918	.....	Prior to the application the employees had gone on strike, but were induced to return to work and apply for a Board of Conciliation and Investigation. Board procedure was rendered unnecessary, however, direct negotiations having resulted in a settlement. No Board was established in this case, the consent of the employer being refused.
Dec. 11, 1918	Armstrong Whitworth of Canada, Ltd., and certain of its employees, being machinists, millwrights, toolmakers, blacksmiths, etc., members of the Amalgamated Society of Engineers.	Employees....	Longueuil, Que.,	150 dir..... 100 indir.	Concerning wages and Union recognition.	.....	.....	.....	.....
Dec. 12, 1918	Dominion Textile Co., and certain of its employees, being members of the United Textile Workers' Union.	Employees....	Kingston, Ont.,	9 dir..... 141 indir.	Concerning wages and Union recognition.	.....	.....	.....	A strike occurred on December 12 and direct negotiations were resumed between the disputants which resulted in an amicable agreement being reached.
Mar. 1, 1919	Nashwaak Pulp and Paper Co., Ltd., and certain of its employees, being members of Local Union No. 32, International Brotherhood of Pulp, Sulphite and Paper Mill Workers.	Employees....	St. John, N.B.,	175 dir..... 30 indir.	Concerning wages and hours.	.....	.....	.....	No Board was established in this case, the consent of the employer being refused.

SESSIONAL PAPER No. 37

CASES BEFORE THE BOARD OF APPEAL.

The following disputes went before the Board of Appeal constituted under P.C. 1743, clause 17, under the circumstances indicated in the pages introductory to this report:—

A dispute occurred between the Ottawa Electric Railway Company and certain of their employees, arising from a demand for increased wages and improved working conditions. The award of the Board of Conciliation and Investigation was accepted by the company, but not by the employees who ceased work on August 13. On August 14 work was resumed pending reference of the dispute to the Labour Appeal Board. The award of the Appeal Board was unanimous and its recommendations were accepted by both parties. No further cessation of work occurred.

2. A dispute arose between the Canadian General Electric Company, Limited, Peterborough, and their machinists, specialists and electrical workers, concerning a demand for increased wages and improved working conditions. The award of the Board of Conciliation and Investigation was appealed by the employing company to the Board of Appeal, the findings of which were accepted by both parties.

3. A dispute occurred between certain firms, members of the Employers' Association of Toronto, and various classes of their employees, members of the International Brotherhood of Blacksmiths and Helpers and the Amalgamated Society of Engineers, through a demand for increased wages. Both parties requested that the dispute be referred to the Labour Appeal Board, the award of which was accepted by the employers and employees concerned.

4. A dispute occurred between the Polson Shipbuilding Company, Toronto Shipbuilding Company and Dominion Shipbuilding Company, Toronto, Ontario, and certain of their employees through a demand for increased wages. The award of the Board of Conciliation and Investigation was appealed by the employing companies to the Labour Appeal Board, the award of which was accepted by both parties.

5. A dispute arose between the various Toronto firms and certain of their employees being patternmakers, through a demand for increased wages. The award of the Board of Conciliation and Investigation was appealed by the employers to the Labour Appeal Board, the award of which was accepted by both parties.

6. A dispute occurred between the Canadian National Railways and certain of their employees through a demand for increased wages and improved working conditions. The award of the Board of Conciliation and Investigation was appealed by the employees to the Labour Appeal Board. Renewed negotiations between the parties, however, secured a settlement.

7. A dispute concerning wages arose between the Canadian Express Company and certain of its employees being clerks, drivers, porters, messengers, etc., members of the Canadian Brotherhood of Railroad Employees. The findings of the Board of Conciliation and Investigation were referred on the company's request to the Labour Appeal Board. The recommendations of the Appeal Board, although accepted by the company, were refused by the employees. Somewhat after the close of the fiscal year a short strike occurred and the case was then referred by joint agreement to the Canadian Railway Board of Adjustment No. 1.

